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ABSTRACT

This report describes a demonstration project conducted by Wider Opportunities for Women in which women who had been found guilty of criminal offenses, child abuse, or child neglect were trained and placed in nontraditional jobs. The project was carried out from mid-summer, 1974, to spring, 1977, in the Washington, D.C., area. The report is divided into four sections. The first section, Program Profile, is a summary of the major features of the program, such as goals, standards, and components. Section 2, Participant Profile, details the women's demographic features in relation to other sub-groups of women in the area, and summarizes responses of the women to selected questions over an attitudinal survey cycle. Section 3, Program Results, summarizes two major result dimensions: placements and terminations. Placements are reviewed by quality, quantity, and type. Terminations are analyzed by type and in relation to demographic characteristics of the participants. The final section, Program Implications, suggests major implications of the evaluation findings as they relate to program development and national policies. (KC)

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WOMEN OFFENDERS IN NON-TRADITIONAL WORK

A Report

From mid-Summer, 1974, to Spring, 1977, Wider Opportunities For Women conducted a research and demonstration program for women found guilty of criminal offenses or child abuse or neglect. The program had as its primary aim the training and placement of these women in non-traditional jobs.

In 1975 the Ford Foundation provided funds for a formal evaluation of the program, which is the subject of this report.

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February, 1978

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This report provides a summary of the program and its results. It is composed of the following sections, listed in the order in which they appear:

PROGRAM PROFILE--a summary of the major features of the program, such as goals, standards, and components. The Appendix includes listings of forms, examples of forms, descriptions of information systems, and selected contents from the program.

PARTICIPANT PROFILE--a summary of the women's demographic features in relation to other sub-groups of women in the D.C. area, and a summary of responses of the women to selected questions over an Attitudinal Survey cycle. A description of statistical methodology is included in the Appendix.

PROGRAM RESULTS--a summary of two major "results" dimensions: placements and terminations. Placements are reviewed by quality, quantity, and type. Terminations are analyzed by type and in relation to demographic characteristics of the participants. The Appendix includes examples of Federal guidelines and abstracts of new programs developed.

PROGRAM IMPLICATIONS--major implications of the evaluation findings as they relate to program development and national policies.

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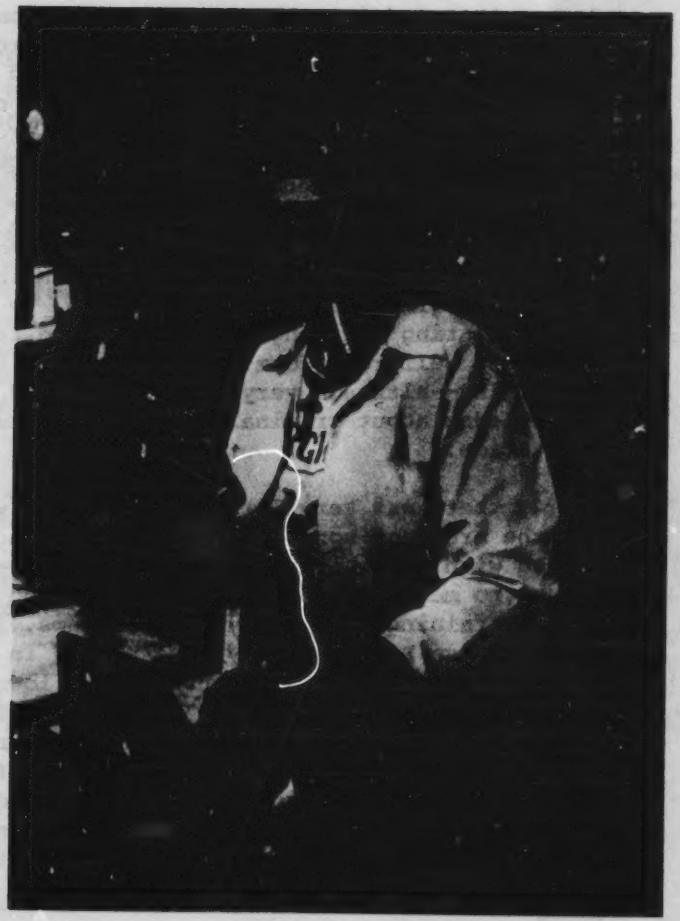
PROGRAM PROFILE

PARTICIPANT PROFILE

PROGRAM RESULTS



Photograph by Martha Tabor

While some programs for women may start from scratch, this one did not. This research and demonstration program started, first, with an organization, Wider Opportunities for Women, which had a background of experience in programming that led into the direction the women offender program took: non-traditional employment programming for women. This particular activity is related to a unique aspect of Washington, D.C. as the Nation's capitol: women with professional experience in national programs affecting both males and females, are in abundance. The women who developed the offender program thus relied heavily on the experience of advisors conversant with the pitfalls of employment programming generally, and knowledgeable also, through research efforts, about women in particular. The model program was set up, therefore, in full recognition of existing training and job-related legislation, guidelines, welfare reform issues, women's employment, and the emerging--although very primitive--body of experience and knowledge about criminals and their potential for rehabilitation.

In 1974, there was very little known about what women could do in the arena of non-traditional work, much less women involved with crime. Manpower programs were generally targeted to men. Where women were enrolled in government-assisted training and employment programs, including the Work Incentive Program, they were placed in traditional female occupations earning considerably lower wages than males who participated in these programs. In 1974, it was clear that national policies tended to restrict women to low-income status through welfare (a form of subsidized unemployment), or through training and employment placements. A mere handful of programs for women in non-traditional work existed across the nation, and they were new. The only national program which had a major body of ex-

PROGRAM PLANNING AND DEVELOPMENT: BACKGROUND

perience in relation to low-income women and their employment potential was the Work Incentive Program, and it was experience limited by and large to women in traditional employment.

The program developers felt that it was imperative to give women the opportunity for access to non-traditional jobs as an end in itself. It was considered necessary, sadly enough, to prove that women were capable of managing such jobs, for there were those who insisted they could not. It is startling now to realize that virtually all the WOW placements through the program in non-traditional training and job opportunities (and WOW's related efforts through its CETA-funded program) were among the first, if not the first, placements of women in such training and jobs in the Washington area, and to some extent, nationwide. Even today, at the close of 1977, these placements remain among the very few such placements anywhere.

Clearly then, the program designers had something in mind which would go well beyond the mere "servicing" of one more needy local population group. Its design was to fulfill a national interest in building a body of experience in the area of non-traditional work for women. It was hoped that this research and demonstration program--which at best was expected to last two or three years--could serve as a model program and yield lessons that would impact on areas of national policy, such as guideline setting and welfare reform.

Locally, the planners felt they had a special commitment to the women themselves to assist them make the break into non-traditional work, but they hoped also that the program would have some long-term effect on the Washington job

market. This "ripple" effect was anticipated for a whole range of employment demand areas, and a great deal of the planning for the program was done with this in mind.

Finally, the program planners wanted the program to serve two additional and interrelated interests: to build WOW's internal strength in the area of non-traditional work, and to assist other women's groups with similar program endeavors in the future.

PROGRAM BASE: ASSUMPTIONS

--------A S S U M P T I O N S: F E M A L E C H A R A C T E R I S T I C S--------

FEMALES ARE STATISTICALLY SIMILAR as to income, work experience, number of dependents, and education levels to such a degree that the variations between sub-groups of women (welfare recipients and women probationers, for example) and the whole of the female population is not very great.

FEMALES ARE AN ECONOMICALLY DEPRESSED CLASS: their incomes are low as public assistance recipients or as full-time workers. As workers they are clustered overwhelmingly in only two occupational areas: clerical and sales, and service, as distinguished from the higher paying occupational areas.

FEMALE CRIME PROFILES SHOW LESS VIOLENCE than males, although their crime rates and crimes of violence are increasing. Some criminologists believe that female crime is largely economic in nature, and that there is less psychopathology than among males.

--------I M P L I C A T I O N S--------

Females have much in common across population sub-groups of females which should be taken into account in planning programs for females.

In reviewing program results, the sub-group of females can be looked at not only in relation to the sub-group, but also against the larger population of females.

If the design of a demonstration program provided the continuation of the current status of females as workers or welfare recipients, it would not constitute a demonstration program, but rather a continuation of their economically depressed status.

There are severe problems with the social environment, the work marketplace and the women themselves who have been molded through cultural influences into restrictive occupational roles.

It is possible that quite a few of the females involved with crime could be assisted through a program which is directed toward employment rather than therapy. If women could attain a better living standard, their tendency toward crime might be lessened.

Not all female criminals may have personalities which fit the stereotypical female jobs, and therefore should have a broadened range of occupational opportunities.

--------P R O G R A M B A S E--------

WOMEN IN NON-TRADITIONAL WORK

PROGRAM BASE. GOAL DIRECTIONS

PROGRAM GOAL:

ASSIST WOMEN PROBATIONERS TO BECOME ECONOMICALLY SELF-SUFFICIENT THROUGH EMPLOYMENT

PROGRAM OBJECTIVES

- --Raise gross income through employment
- --Increase representation in non-traditional jobs
- --Increase representation in non-traditional training and apprenticeships
- --Lessen dependence on direct transfer public assistance payments

OBJECTIVES EXPRESSED IN MEASURABLE TERMS FOR PURPOSES OF PROGRAM STANDARDS, PRODUCTION TARGETS AND RESULTS AGAINST INDEXES

Target, Results	Indexes
--Minimum wage level for placements	--Cost of living indexes
--Percentage of placements in non-traditional jobs/apprenticeships	--Taxonomy of the economy as to female placement and earnings
--Percentage of women on public assistance targeted into well-paying jobs.	--Public assistance scales

HYPOTHESES TO BE TESTED THROUGH THE ACHIEVEMENT OF PROGRAM GOAL

- --Women are capable of managing non-traditional jobs
- --Women processed through the courts are capable of managing non-traditional jobs
- --Women processed through the courts who are in higher paying non-traditional jobs will have reduced rates of recidivism
- --Women placed in higher paying non-traditional jobs will attain a different life style which may have, among other things, a beneficial effect on their dependents
- --Women placed in higher paying non-traditional jobs will tend to be less reliant on public assistance payments in the future

RESEARCH AND DEMONSTRATION ISSUES

- --Extent to which women who become successful terminations resemble women generally and criminal justice system women particularly
- --Extent to which cross-tabulation analysis can demonstrate positive relationships between termination status and personal characteristics
- --Problems women have in their roles as mothers and heads of households
- --Long-range research issues, such as determining whether there is a tendency for females involved with crime to have children who will, as juveniles and adults, be involved with crime
- --Identification of problems women have in performing in non-traditional jobs
- --Identification of problems in the demand(employer) sector in placing women in non-traditional jobs, and problems women have in securing these placements

PROGRAM STANDARDS

The standard setting for the program was done with a view to carrying out the commitment of the program to non-traditional jobs for women, and in cognizance of standards or guidelines established for well-known Federal programs.

The standards covered the following areas:

1. Termination
2. Length of time of participation in the program and application of termination status
3. Follow-up
4. Job and training standards for those placed, and job and training development standards
5. Valid-refusal-to-participate status
6. Referral standards.

The termination standards defined status of termination as "Successful," "Unsuccessful," or "Excused." What is particularly noteworthy in these definitions is that termination status was not determined until the one year program commitment (item 2) was completed. Follow-up records (item 3) were to be collected and maintained over an extended time period. Item 4 established job and training standards for those placed, which included earnings, work and training conditions, and other requirements, and standards for job and training development. The criterion of validity of refusal to participate (item 5) was failure to fulfill the job and training standards. Item 6 established a replication formula for the selection of the women.

The statement of standards, which follows, illustrates the stringency of the requirements of the program. The termination standards entail a long-term commitment to the women, as do the follow-up standards. The job and training development and placement standards are more exacting than traditional Federal programs and represent a formal commitment to improve job opportunities for women. The standards affect each component of the program and therefore are reviewed in this report prior to discussion of the program content.

1. TERMINATION

1.1 Definition of Successful, Excused, and Unsuccessful Termination

1.11 Successful Termination

(a) Placement and retention in job meeting defined standards for a period of at least 90 days following placement in job entry, or

(b) Successful completion of on-the-job training for up to 90 days (if the training lasts for no longer) or up to six months if the training period is longer, or

(c) Successful completion of institutional training or educational opportunity anticipated to lead to job goal meeting or exceeding defined job standards.

1.12 Excused Termination

(a) Serious mental or physical illness of self or dependents

(b) Pregnancy and/or childbirth

(c) Death

(d) Move to another city

(e) Ineligibility for program (such as being too young)

(f) Court required appearance

(g) Extreme family crisis

(h) Serious IQ or functional disability problems

1.13 Unsuccessful Termination

(a) Drop-out or removal from program prior to placement in job, training, or educational entry. Grounds for removal from program and initiation of termination proceedings include:

(1) Verbal and physical abuse.
(2) Repeated tardiness and/or absence.
(3) Serious disruption of WOW and/or work, training, or educational environment.

(b) Drop-out, or removal for reasons of poor or unreliable work performance in job training prior to 90 days after placement, or prior to 1 year from entry into the program, whichever is greater.

(c) Arrest and conviction after entry into program.

1.2 Termination Requirements

1.21 Maintenance of termination forms and notification of participants and appropriate officials of pending and actual termination actions.

1.22 Officials and participants will be given advance written explanation regarding requirements of length of time in program, participation, recognition of successful termination, and grounds for unsuccessful and excused terminations.

1.23 Successful terminations will be given special formal recognition in the form of a certificate, notification of employer and probation officers, and ceremonies where practicable.

1.24 Excused Terminations will be given the reason for termination status and notation of any further action to be taken (such as referral to other sources).

1.25 Unsuccessful Terminations

(a) Written notice of intention to terminate and grounds for such action will be given to the participant in advance of formal termination so as to indicate whether the situation can be rectified by the participant.

(b) The participant will be afforded the right to contest the decision through a hearing process with the program officers.

(c) Careful records will be maintained on unsuccessful terminations, including:

(1) Pertinent facts about the participation of the individual.

(2) Interviews or other evidence indicating the difficulty involved.

(3) Final decision regarding termination.

2. LENGTH OF TIME IN PROGRAM AND APPLICATION OF TERMINATION STATUS

2.1 Length of time of participation in program

2.11 Participants will remain in the program for one year following enrollment unless they are not placed in job, training, or education entry prior to the ninth month of their enrollment.

2.12 If participants are not placed in job, training, or education entry prior to the ninth month of their enrollment, but are so placed before the one year period expires, they will remain enrolled in the program for 90 days following their placement.

2.2 Application of termination status

At the end of their enrollment period, participants will be terminated.

3. FOLLOW-UP

3.1 Maintenance of file records and calendar requirements

3.11 File records will be maintained on participants for three years following their enrollment in the program.

3.12 Job/training/education placements will be followed up at a minimum after placement at the 90 day checkpoint, 180 days, 360 days, with their placement status designated.

3.13 Statistics will be obtained and maintained on status of unsuccessful and successful participants at one year, two year and three year intervals of the anniversary of their enrollment into the program (in some instances the dates in the two and three year intervals will virtually coincide, in which event only one follow-up interview will be necessary).

3.2 Content

3.21 The follow-up record statistics will include, but not be limited to: job status, present and anticipated earnings, advancement possibilities, promotions, problems encountered with the job situation or lack thereof, status with the court, description of special health problems, and family crises where they exist.

3.22 Reports will be filed which include recommendations for changes in the program.

3.3 Methods of acquiring information

3.31 The follow-up records will be maintained and updated through interviews at the dates designated above by the counselors and retained in the participant files.

4. JOBS AND TRAINING; PLACEMENT; JOB AND TRAINING DEVELOPMENT (PERCENTAGES)

4.1 Job and Training Standards For those Placed

4.11 Earnings

(a) A minimum of $3.50 an hour beginning wage.

(b) If wage is at lower end of wage scale, clear expectation for increase in earnings after a manageable period of time or presence of major retirement or other benefits.

(c) Wages equal to others similarly employed in establishment and customary for that occupation.

4.12 Work and/or training conditions satisfactory in relation to Federal and District of Columbia health and safety regulations.

4.13 Hours of work and/or training conforming to hours of work and hours per week customary for that occupation.

4.14 If job not permanent, or if a training opportunity, the experience of the training or job shall be directly applicable to similar employment situations, but permanence highly desirable.

4.15 Shall not reinforce discriminatory hiring patterns.

4.16 Shall have mobility potential.

4.17 Shall be in high demand and growth occupations.

4.2 Placement Standards for the Individual Placed in Training/Jobs

4.21 Jobs and training must fill criteria specified in 2.1.

4.22 For the individual,

(a) the job and training shall be within reasonable commuting distance.

(b) the job and training shall be within the physical and mental capacity of the individual.

(c) credentials for the job and/or training and the accompanying skill level shall be transferable to other opportunities in the future.

4.3 Job and Training Development Standards

4.31 At least 50% of the jobs and training opportunities developed shall be non-traditional for females.

4.32 At least 10% of the training opportunities developed shall be non-traditional apprenticeships.

4.4 Placement Development Standards

4.41 At least 10% of those on welfare shall be afforded higher paying job and training opportunities.

4.42 At least 10% of those women involved with very serious crime shall be afforded higher paying job and training opportunities.

5 VALID-REFUSAL-TO-PARTICIPATE STATUS

5.1 Definition of Valid-Refusal-to-Participate

5.11 In the event that a participant is not offered a position which fills the job and placement standards of the program, she will be excused.

5.2 Counting by program officials

5.21 While the participant's status shall be designated "excused" for her own records, she will be counted by the program officials as an unsuccessful termination because of the program's own difficulties, unless the program ends prior to the processing of the participant within the one-year participation guidelines.

6 REFERRAL AND SCREENING

6.1 Selection Criteria

6.11 In the absence of a control group, the women selected for extended screening shall in general statistically replicate the women probationer caseload of the Superior Court as to demographic characteristics by age, race, education levels and number of dependents.

6.12 Effort will be made to include in the extended screening pool women who are repeat offenders, felony and misdemeanor offenders, and women with types of crime predominating in the crime profiles of the Superior Court caseload.

6.13 Some referrals will be accepted from other parts of the criminal justice system, such as halfway houses, and additional offense categories such as child abuse will be represented where possible.

6.14 Preference for selection into specialized training and job programs (such as mechanics programs) will be given to those women who may be most likely to succeed.

6.2 Ineligible women

6.21 Women who do not care to participate in the program.

6.22 Women with serious mental or physical health conditions which effectively prevent entry into training or employment.

6.23 Women whose dependents have serious physical or mental problems which effectively prevent their entry into training or employment.

6.24 Women with very low IQ, or who have functional disabilities that impede entry into non-traditional training and/or jobs.

6.25 Women below the age of 18.

Given the assumptions, the goal directions, and the standards established for the program, formulas had to be devised to carry them out. First, the components of the program were structured, secondly the content of the components designed, and finally the required staffing worked out. The obvious administrative details were undertaken: job descriptions, reporting requirements, development of information systems and forms, procedures, schedules, and budgets.

All of this was guided by the belief, based on the review of statistical data about the features in common which all sub-groups of women have, that women-relating-to-women would be a major dimension of the project throughout all aspects of its operation. This basic psychological support consisted of such things as the following:

1. There was a "bonding" phenomenon between staff and participants.

   First, while the senior staffing of WOW and many of the technical people and consultants were older, the counseling staff which interacted with the participants daily was a young staff of approximately the same age as most of the women enrolled in the program. This staff had many of the same problems to face in their daily lives. Several were women with very young children, others with school aged children. These staff members were largely "on their own" as single, divorced, or separated women. One day care center was used by both staff and participants. The staff, therefore, served as prototypes and shared ways of coping. Recipes, cooking events, parties, babysitters--these and other common "threads" of female living were shared.

PSYCHOLOGICAL UNDER-PINNING

A second dimension of sharing and bonding occurred on the level of sharing experiences with children. Museum trips for staff and participants and all their children were scheduled. There were Christmas parties for WOW staff, the participants, friends, and all their children. (In this example, the project director dressed up as Santa Claus for the children. There were children's games, and music and dancing for adults).

2. In view of the considerable research evidence of abuse of women in the culture, WOW devised techniques to reinforce the confidence of the women, to broaden their cultural and intellectural horizons, and to reward them for their efforts.

   To reinforce their feelings of personal worth, WOW structured poetry and drama sessions to assist the women with self-expression. The poetry the women created was typed up and distributed as a volume. There were many group and private counseling sessions, using group dynamics and other psychological techniques. To broaden their cultural horizons, the women were taken to cultural events and showings of African art. The poetry and drama sessions were designed not only to encourage self-expression but also to be mind-stretching. WOW arranged for the women to have contact, through lectures and social events, with prominent blacks.

   WOW rewarded the women for their efforts through letters to employers and probation officers, printing and distributing their poetry, celebrating their successes through parties and formal graduation ceremonies.

The graduation ceremonies were touching. The women themselves planned the ceremonies. WOW assisted by arranging for important speakers and well-known female music groups, and by publicizing these ceremonies so that the women received public accolade for their hard-earned achievements. One particularly moving ceremony involved the distribution of "Paul Revere" silver bowls given by an unnamed donor to a group of construction women. The women were surprised and overwhelmed to be given such beautiful, lasting, and "upperclass" gifts. They had never received anything like them in their lives.

3. The necessity to prepare the women for non-traditional work entailed a pre-placement formula for assisting the women to gain the personal strength to make it.

   This became both a testing and a training feature for the women. They were given a set of tasks to perform during the initial periods of their participation in the program. If they attended sessions regularly, and were able to complete these tasks, they were then processed into the work- or training- ready stages of the project.

   WOW believed that problems of "coping" with work as mothers with dependents primarily meant gaining the personal strength to make it. There is no ideal day care formula. Transportation in Washington is difficult. In other words, the women had to face up to whether they could "hassle" real-world requirements of work, and face up to it early.

PSYCHOLOGICAL UNDERPINNING

The women were exposed to non-traditional jobs through film strips, lectures by women prototypes who had made it in jobs, visits to work sites where there were women making it on the job. As their participation in the project continued, they were immersed more and more in substantive tasks of mastering technical learning areas and physical work with tools and machines. This formula constituted a sort of "line" progression, in which if one set of tasks were completed successfully, the woman progressed to the next set. The theory was that the women's confidence level would be built up, and WOW could test their responses to pressure.

WOW assisted the women to be confident and poised in applying for apprenticeships and jobs. In some instances they had to apply repeatedly. They were given instructions for managing difficult situations on the job and were taught their rights (OSHA and EEO requirements).

4. The post-placement formula included a great deal of reinforcement of the women if needed.

   They were encouraged to keep logs, to report back with problems, and to request advice when they felt they had responded poorly to a work crisis. WOW continued group sessions with the women during this stage, and made site visits to talk with both the women and their supervisors.

COMPONENTS

The program operated with the following components:

(1) Job Development

(2) Referral and Screening

(3) Introduction to Jobs

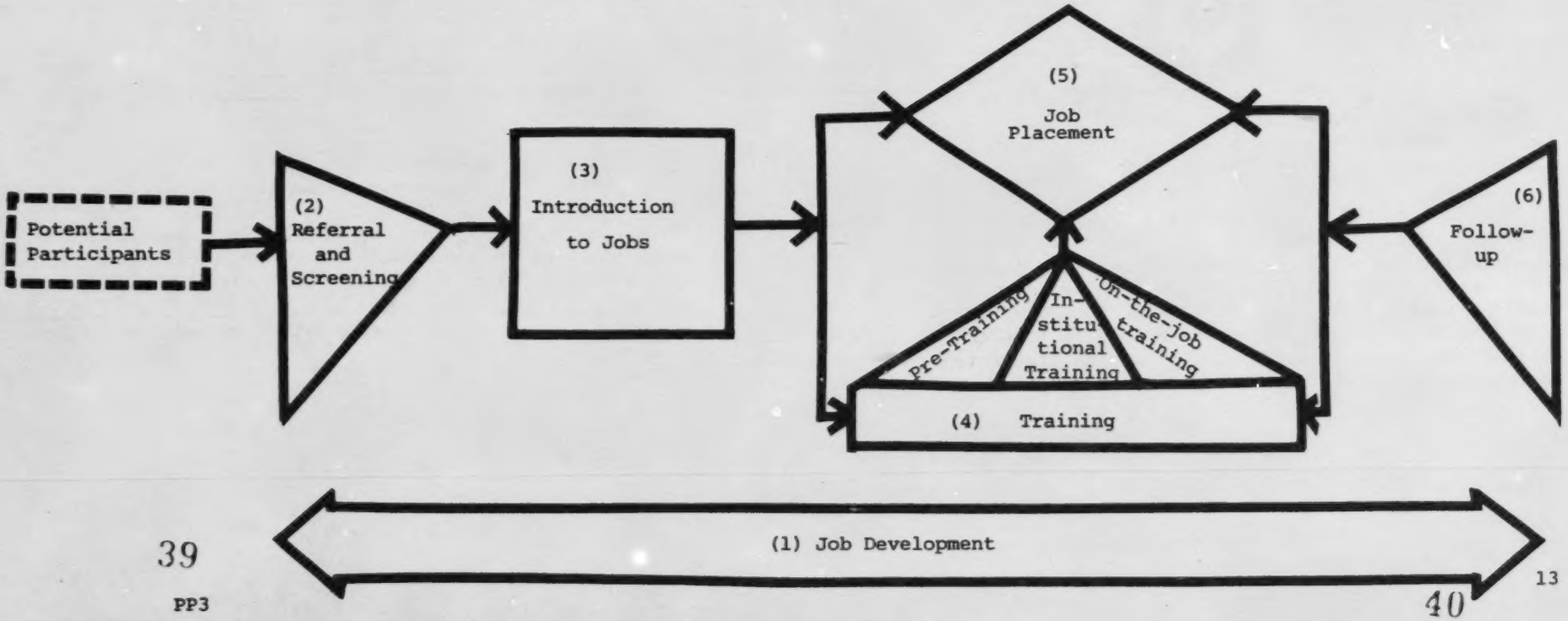
(4) Training Cluster

(5) Job Placement

(6) Follow-Up

The Job Development component operated as an independent entity on which all the other components were ultimately dependent. Its basic purpose was that of developing non-traditional job and training opportunities. It was composed of a group of ongoing functions. The other components constituted a participation process for the women probationers. The diagram below illustrates these points. While the components are numbered sequentially, the process was only approximately sequential for the dependent components. In practice, women were shunted amongst the training and job components during the year of their participation. The components are described on the following pages.

PROGRAM COMPONENTS



COMPONENT: JOB DEVELOPMENT

This component was the most difficult and important component of the program. The program was based on non-traditional training and jobs, and these had to be developed from scratch. A job development office was established. Its functions included:

Function One: Developing a system for analysis of the local supply and demand aspects of industries and jobs in order to target and review job-development activities, and a related system to undertake these activities.

In order to undertake this function, a taxonomy of the economy was constructed which set out industries by type of industry, employment by type of job, and workers by sex. The standard classification codes were applied--the "Standard Industrial Classification Index ("SIC") for looking at industries, and the Dictionary of Occupation Titles ("DOT") for jobs. Data was drawn from standard publications of the Department of Labor, and the Department of Commerce, and the D.C. Department of Manpower to ascertain the extent of industrial and job concentration in the D.C. area, and future trends. (The Program Profile Appendix illustrates some of the materials used.) This exercise became a "targeting" standard for job development and a means of gauging performance. A cross-indexing system kept a running tally on the results of job development by industry and job classifications which could be viewed against the taxonomy background. That system is described in the same Appendix. The Dunn and Bradstreet industry card system, organized according to WOW specifications by SIC code designations, was used as a current "calling" file for contacting industry.

Function Two: Devising public relations techniques for encouraging employers to undertake training and job efforts for women.

This required considerable expertise in the area of Equal Employment Opportunity guidelines and Occupational Health and Safety Regulations. Approach methodology was worked out with employers to encourage them to undertake specialized programs for women. In addition to regular contacts with employers and their membership organizations by the job development staff, a special workshop was held in December 1976 for key employers: "WOW Workshop for Employers On Women In the Workforce." Representatives of national and local business interests participated (see materials related to this conference in the Program Profile Appendix).

Function Three: Affording technical assistance to employers in their efforts to set up special programs for women.

This "service-to-employers" capability was crucial in the development of special programs. Increasingly, WOW developed specialized pre-training and tutoring components in conjunction with industry programs. These efforts (described in the "Training" component) assumed great importance with employers and became the foundation of new programming activities undertaken by WOW in 1977 (see the Appendix of the Results section).

Function Four: Legal assistance to individual women who were thought to be discriminated against in the job market. This required a cooperative effort with other women's organizations and interested lawyers, and the ability to move into action when specific circumstances required it.

Function Five: Participation in efforts to amend and develop national guidelines to improve opportunities for women to gain access to apprenticeships, training opportunities, and jobs at

Federal construction sites. (See the Appendix of the Results section for examples of what was accomplished.

Function Six: Development of pre-training/training clusters, clusters of jobs and apprenticeships, and postings of openings of individual jobs which might be of interest to the placement counselors working with the offenders.

This function was the bottom-line of the job development staff's activities. It required contacting employers and following-up contacts, conducting negotiations and planning for pre-training/training, and coordinating with the program staff responsible for operating the components through which the women probationers progressed.

Function Seven: Undertaking research on attitudes of employers and their special problems in non-traditional programming for women.

Attitudinal Surveys were designed for use with employers who hired women, and a "flag" system form was designed for use in recording stated reasons for turning down women for employment. This enabled WOW to see if there were patterns of response which were industry-directed, or explainable by the personal characteristics of personnel. Interviews were conducted regarding problems confronted by industry in programming for women. This research will continue in conjunction with the other programs WOW is conducting.

Function Eight: Serving as a resource center for information on apprenticeship, Federal guidelines on employment, EEO and OSHA requirements, legal actions, employers, and labor unions.

This responsibility was placed on the Job Development Office as the office which by its nature would become conversant with this information. It was an important function for purposes of conducting the program, analyzing results, and undertaking program development.

As an outgrowth of Function One, an early review of the local economy was undertaken in order (a) to structure program standards and (b) to establish guideline efforts for job development and placement. The Washington, D.C. areawide economy differs from other economies in at least two distinct respects: its heavy government sector representation (about 50% of the economy) and its lack of manufacturing. It is similar to other metropolitan area economies in its growing service sector representation. There is a fairly strong construction representation associated with housing and Metro construction. The point here is that the well-paying, non-traditional jobs in this area are the construction trades and the technical jobs requiring electronic and mechanical skills. Women, whose representation in the D.C. area in such jobs is less than 1%,obviously lack experience and skills which they require. WOW had to face the reality that women could not compete for entry into these jobs. Therefore, training formulas had to be devised to fill this gap.

At the same time, there were jobs which did not require entry skills of this kind--in some instances, apprenticeable jobs. These would require affirmative action approaches to open up slots to women for on-the-job training or direct employment.

Functions Two, Three, Four, Five and Six, were companion techniques employed to obtain cooperation by employers and commitments to undertake specialized programming for women, and to afford assistance where necessary to women discriminated against in obtaining employment or on their jobs.

Functions Five and Eight were established at the outset as part of the scheme to use the program as a device for assisting women nationwide. Function Seven is complementary to this effort.

COMPONENT: REFERRAL AND SCREENING

By "referral and screening" is meant the process of selecting women for the program, on the basis of the selection criteria set out in the program standards listed in this report. The selection process involved three interacting parties: the Superior Court probation officers (and in a few instances, comparable officials from other court-related systems), the WOW program staff, and the women themselves. The process in brief was as follows: (1) individual probation officers screened their caseloads and referred candidates to a court committee; (2) this committee then forwarded candidates to WOW for further appraisal; (3) WOW appraised the women through interviews and continued this appraisal into the "Introduction to Jobs" component; and (4) women self-selected into the program. The process is illustrated in the diagram on the following page.

The process was set up in this way to meet several requirements. First, the screening process--which would by its very nature allow contact with a substantial number of women--should provide services to the women in the form of information about non-traditional jobs and advice about, and assistance with, how to obtain employment. There was general recognition that women know little about non-traditional jobs, and that women might be unskilled in job-related competencies, such as how to write a resume.

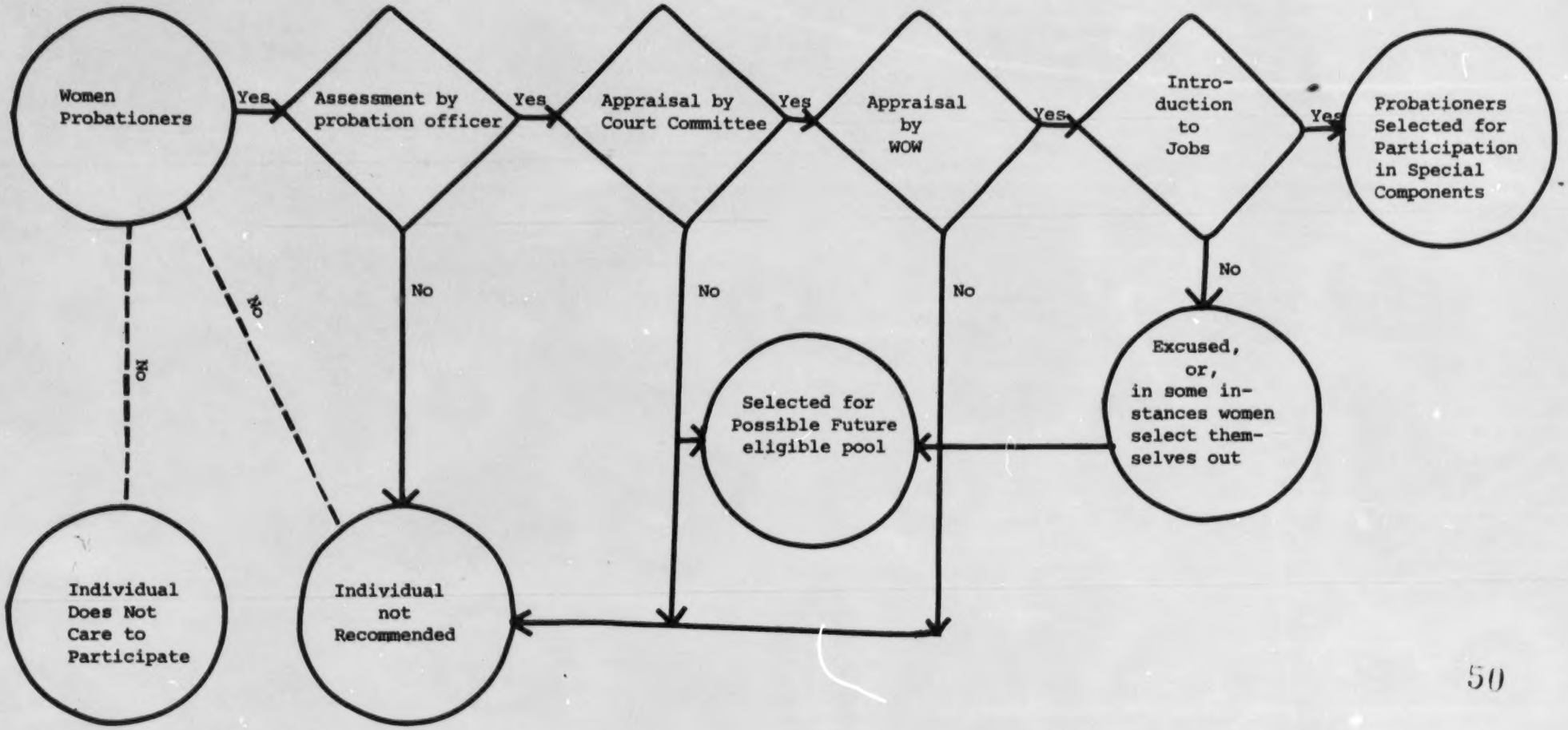
The second requirement was that the screening criteria should allow exclusion from the program as a matter of deliberate policy only on the most extreme grounds. At the same time, since this was not a mandatory program for the women, it was felt they should not be pressured into participating, but rather should be encouraged to participate only as they seemed genuinely interested in so doing.

The third requirement was that of the cooperation between the Court and WOW. Both parties were participants in the referral and screening process, and so it was important to work out a process which would be manageable and agreeable to the participating parties.

The last requirement was the development of a device for selecting women in such a way that observations could be made about other women in the Superior Court probation pool and women in D.C. generally. At the time of the program's inception, the court had no regularly updated information system affording demographic data on women probationers. There had been one informal survey made that year (and a subsequent such survey in 1975), but no systematically obtained samples, adjusted for seasonal variation. Short of selecting women totally by a random selection process (control/experimental groups notwithstanding), it would be difficult to generalize from the selected groups to the total court population. It was obvious that certain women would be "selected out" for reasons of lack of interest or because of extreme emotional or physical problems. The proportion of these women in the target population was unknown.

It was decided that a control/experimental process would be unworkable. Having the probation officers as the original contact and screening point with the women precluded a random selection process from out of the total probationer caseload at the outset. The "select out" women would be ineligible both as controls and as experimentals. (It also means, as pointed out earlier, that the control and experimental population would be at variance with the general court population). If the random selection process were to become activated at the point in the selection process in which the Court and WOW

SELECTION OF PROBATIONERS FOR PARTICIPATION IN WOW SUPPORTED WORK PROGRAM FOR WOMEN PROBATIONERS



had selected a pool of eligible probationers, the pool would have to be numerically large. This is because it was decided that from an "Introduction to Jobs" pool, women would be referred to specific training and work modules. Interest and skill levels of the women would be relevant. A large pool of women would be required in order to sub-divide into controls and experimentals as the modules were set up, and that would be impossible: the job orientation pools could not be too great for the program staff to manage in sessions with the women, and it was recognized that it would take some time for the Court to gear up for a large-scale referral system.

A replication formula was established, in which those women selected were, in general, to replicate statistically the demographic characteristics of the women in the Superior Court, as indicated in the program standards.

The 1974 informal survey of the female caseload of Superior Court by the probation officers and an unpublished 1975 survey of the Court were used as benchmarks. Indexing was set up as to age, income, welfare status, number of dependents, education levels, and general crime categories. When the Superior Court survey data of 1975 was analyzed, interquartile ranges (IQR) were established as guideposts.

Introduction to Jobs, which was both an orientation and an extended screening component, was established to accomplish the purpose earlier mentioned of affording some job-related services to women whether or not they participated further in the program through subsequent training and/or employment. This interest was important to the program planners because of the following:

1. A larger group of women would be touched through a screening process than could be enrolled in job or training components. Money which would otherwise have been expended solely for screening could be stretched to afford job-related services as well.

2. Women are unaware of and inexperienced in non-traditional jobs. Consequently, a period at the outset of their participation to familiarize them with the world of non-traditional work and to assist them define their interests in such jobs, was essential.

3. Non-traditional jobs are difficult to break into and require strong personal commitment. An "Introduction to Jobs" component would afford a testing period for the women to see if they could attend regularly and on time, participate well in group sessions, follow directions, and make certain personal arrangements such as child care. This testing period was devised because it was considered undesirable to throw an inexperienced, uncertain woman into, say, a construction job unless she showed the potential of making it. Failure would make it difficult to secure additional placements with employers.

COMPONENT: INTRODUCTION TO JOBS

Because of the interests just described, the program always provided this component. In practice, however, the design of the component varied as follows:

Variation One: A short component designed to feed directly into a pre-determined training opportunity. In this case, women were screened into this component on the basis of their expressed interest and potential capability to participate in a particular training opportunity. (An example of this variation was that of the construction training worked out for a group of women at the beginning of the program in 1974.)

Variation Two: A long component designed to take a general pool of selected women and work with them as a group. They were then processed singly or in small groups into jobs and training opportunities which may or may not have been fully developed in advance. The variables are considerably greater in this model as to interests of the women, and training/job possibilities which varied not only as to type of training and jobs offered, but also as to whether they were set up in advance. Several groups of women who participated in the program in 1975 and 1976, who were eventually processed into a wide variety of jobs and training, exemplify this variation.

Variation Three: A short and long component designed to take a general pool of selected women, referred to the program individually or in small groups, and work with them sometimes as a group, sometimes individually. As training and job opportunities were developed, the women were referred into specialized components. In Variation Three the women were not enrolled in the program as a group at the time of their participation in the "Introduction to Jobs"

component, but rather were officially enrolled only upon their placement in a specific training or job opportunity. Aside from the "counting" difference in Variations Two and Three, there was a significant difference in the group dynamics aspect of the program.

In terms of ease of management, it should be obvious that the first variation, a short and highly concentrated component, ranks highest because there are fewer variables. It does, however, require the capability to pull off the advance arrangements, and it requires also that the screening aspect of the process amount to an excellent communication program about non-traditional work.

The second variation is the most difficult to manage programmatically, although it may well be the most desirable. It is difficult because one has to balance the varied interests of the women taken into the program--which become apparent as their participation in the program progresses--with the necessity to find training and employment for them individually to fulfill these interests. When negotiations and arrangements are undertaken while the women are actually participating as enrollees, there is a very great deal of pressure to make arrangements quickly and efficiently, even though the job market (which fluctuates seasonally and according to the health of the economy generally) may not have the openings available. This variation does allow maximum benefit for working with the women as a group, and represents a strong program commitment to all the women taken in as members of the group.

The second variation provided an extended, concentrated effort with the women which went beyond the content described in the previous paragraph. An abstract of its features, which included poetry writing, museum visits, and

other activities, is provided in the Appendix. It was generally felt that the women who participated in this variation were afforded a unique opportunity, although it is not clear that these additional activities assisted the women to perform more satisfactorily on the job.

The third variation was either short or long depending on the timing and type of referrals made into training or jobs. It probably represents the middle ground in ease of management. It has the merit of concentrating on job development first, with selection of the women as enrollees determined by what is actually developed (and in this sense the model is similar to Variation One). It has the disadvantage of not working with the women as a group, and in practice there is not as much stimulus to take care of hard-to-place women as there would be when there is a commitment to a group of women (Variation Two).

All three variations were designed to afford job-related services as an end in themselves and to disseminate information about non-traditional jobs. All women participating in the "Introduction to Jobs" (whether or not they were counted as enrolled in the program) received these benefits. Counseling sessions and filmstrips and other communication devices were used to inform women about what is entailed in non-traditional jobs, OSHA regulations, Equal Employment Opportunity guidelines. Women were given assistance in applying for jobs and writing resumes. They were referred to child care and health services, although they were expected to make the final arrangements themselves.

Attitudinal Surveys were administered, and in some instances, educational and vocational tests. An employment plan was developed for each participant in order to define her further participation in the program.

Training was composed of three sometimes overlapping activities and was designed for those women who were not placed immediately into jobs. In no instances did training represent an end in itself. In traditional manpower programs, women have been placed into institutional training for clerical jobs, in some instances spending long periods of time in the classroom to acquire a GED and/or to obtain a typing certificate. While some women were referred to longer range, traditional programs, WOW did not conduct them. The three parts of the training component were: pre-training, institutional training, and on-the-job training. Women participated in one or more of the three, as the following discussion indicates:

1. Pre-training

   (a) GED and Civil Service exam tutoring and testing. This was designed for those women who, after their participation in the Introduction to Jobs component, needed a short, high-intensity educational program to gain the necessary certificates to attain employment goals and to sharpen reading and math skills. These women were channeled into additional training, higher educational institutions, or employment (see Appendix for descriptive outline).

   (b) Preparation to gain entrance into, and successfully complete, institutional or on-the-job training programs in electronics and mechanics conducted by industry. These technical jobs represented one of the most important job development goals of the program. To gain entrance to these jobs requires the passing of certain tests of knowledge in the areas of basic electricity, math, mechanical aptitude, and literacy.

Women lack exposure in these areas and therefore WOW devised pre-training programs specifically tailored to particular training opportunities in industry. The most notable example was that of the Xerox program, in which women were processed through pre-training in basic electricity and algebra, using materials relevant to their possible future institutional and on-the-job training. As a result of this pre-training, women were able to pass entry exams into the Xerox institutional training course. During their participation at Xerox, they were tutored by the program training instructor who had worked with them in pre-training and who attended classes with them. Finally, some of the women continued into a high intensity on-the-job training program to become Technical Representatives (see the Appendix for an outline of this course and the Results section of this report for additional information.)

Pre-training of similar design was given to those women who were subsequently enrolled in small and heavy appliance repair programs offered through national retail stores.

Since pre-training proved essential to obtain placements for women in the electronics and mechanics jobs, WOW's experience in this pilot effort led to the development of an entirely new program (as described in the Appendix of the Results section). Women were also sent through pre-training in automobile mechanics at a service station site before continuing at an institutional training site (see Results section).

2. Institutional Training

No institutional training was conducted by WOW, but single person and group placements into short-term institutional training were worked out in two major areas: automobile mechanics and construction. In the former, women were referred to short-term institutional training sites before being referred to on-the-job training sites with national retail stores. In a sense, this training amounted to pre-training, for the women were totally inexperienced.

Women who managed to pass industry electronics/mechanics exams after their pre-training were enrolled in industry institutional training (as described above).

3. On the Job Training

Some women were funneled directly into on-the-job training, as in the case of those who were referred to on-the-job training as meatcutters, an apprenticeable trade. Others required pre-training and institutional training first. The discussion and process diagrams in the Results section indicates how these variations worked.

WOW's role in relation to these training avenues varied according to the avenue involved. WOW had direct responsibility for the operation of pre-training, developing the materials, negotiating with the industries involved, and working with the women. In institutional training, WOW assisted--at least with the electronics programs--in a tutorial role. In on-the-job training, WOW assisted by way of counseling the women. In any event, because of the one-

year participation standard, the women received long-term services as they progressed through training.

WOW afforded a fall-back position for those women who did not make it through training. If they seemed to be lacking in aptitude, but showed diligence in their efforts, they were given the opportunity for other placements. If they were adjudged to have aptitude, but to need more "boning up" on mechanical or electronic skills, they were afforded a chance to go back through a pre-training segment or into a less demanding industry training course. This was made possible through the one-year participation standard and through the interlocking program components available to the women. In all instances in which women made it through industry-sponsored training courses they were offered employment.

Placement into training was the responsibility of the program staff who as trainers and counselors worked directly with the women participants. The training, however, resulted from the job development activities. One can readily see the interrelationship in the program between development and placement activities.

This interrelationship was particularly significant in defining roles and materials for the counselors and trainers to use with the women. In the Xerox example, the job developer functioned as a sort of broker between industry and the staff at WOW. A counseling and training team developed materials and methodology. Each time a new pre-training/training component was worked out, materials and methodology had to be devised which would fit the industry requirement.

COMPONENT: JOB PLACEMENT

Job placement is distinguishable from job development. The latter concentrated on the development of group job and training openings, and to some degree, on single openings. The job placement activity was the matching of the women with the openings developed. This was the responsibility of the counselors and trainers who worked with the women.

The program standards indicated the requirements for both job development and placement activities. The route to placement varied, according to the participation plan worked out for each participant. Women were not processed into pre-training or institutional training as an end in itself. If the women were processed through pre-training or institutional training, it was the expectation of a job with a specific industry, at the end of the training. All training programs, therefore, were designed with jobs in mind if the training course could be completed satisfactorily.

This matching of women with jobs entailed a carefully defined system of procedures (see Job Development Appendix), a job order form which became the basis of recording information about the job and what happened to it, and a card file system organized by the woman's identification number for recording referral, placement, and any subsequent changes in job status if the woman were hired.

In practice, job placement involved a special commitment to the women in that they were given the benefit of multiple referrals if necessary in order to secure placement. Moreover, they were given the opportunity to switch jobs during the year of their participation if they faced hardship on their first job, were a part of industry RIF, or became convinced that a particular type of work was not what they wanted. (Very few women could be said to fall in the latter category, once the results were tallied at the end of the program.)

Follow-Up in the WOW program assumed a major role. In many traditional training and employment programs, follow-up standards are modest and reflect a circumscribed view of this activity.

Women-in-non-traditional work is new and so follow-up was designed to continue counseling assistance to the women on the job, afford a record of their progress on the job, and to identify short and long-range problems which the program should catalog for future reference. In addition the evaluation program entailed a "longevity" aspect to see what happens to these women over a long time span.

One group of interests entailed assistance to the women, including help in the form of legal action if that extreme were necessary. In some instances it required WOW to act as a broker with the employer because of particular problems encountered. In most instances, WOW's role was to assist both the industry and the female placed in it. There were visits to the work site, home visits, and group sessions with the women. The theory of this special and continuing contact was that the women needed support above and beyond what would be required for traditional placements.

A second group of interests had to do with the program. Little was known about what would happen when women were placed on the jobs. Direct observation, therefore, was essential in order to assist the program in its planning for the future to make certain improvements or to change directions in its placement activities, and this could be accomplished only through site visits. Structured reports were made about the jobs, the working conditions, and the women. A second technique was that of requiring the women to maintain daily logs about their work activities and to make regular reports to the staff. Finally, part of the

COMPONENT: FOLLOW-UP

Attitudinal Survey design was to learn about the work world from the perspective of the women. These Attitudinal Surveys were systematically compiled during the duration of the program. A final Follow-Up Survey using the Attitudinal Survey questions and other questions, was conducted in the Fall of 1977. (The Results section describes the status of these women as of the Fall of 1977.) Feedback was important for job developers, counselors, and trainers and constituted a formal reporting process for the program.

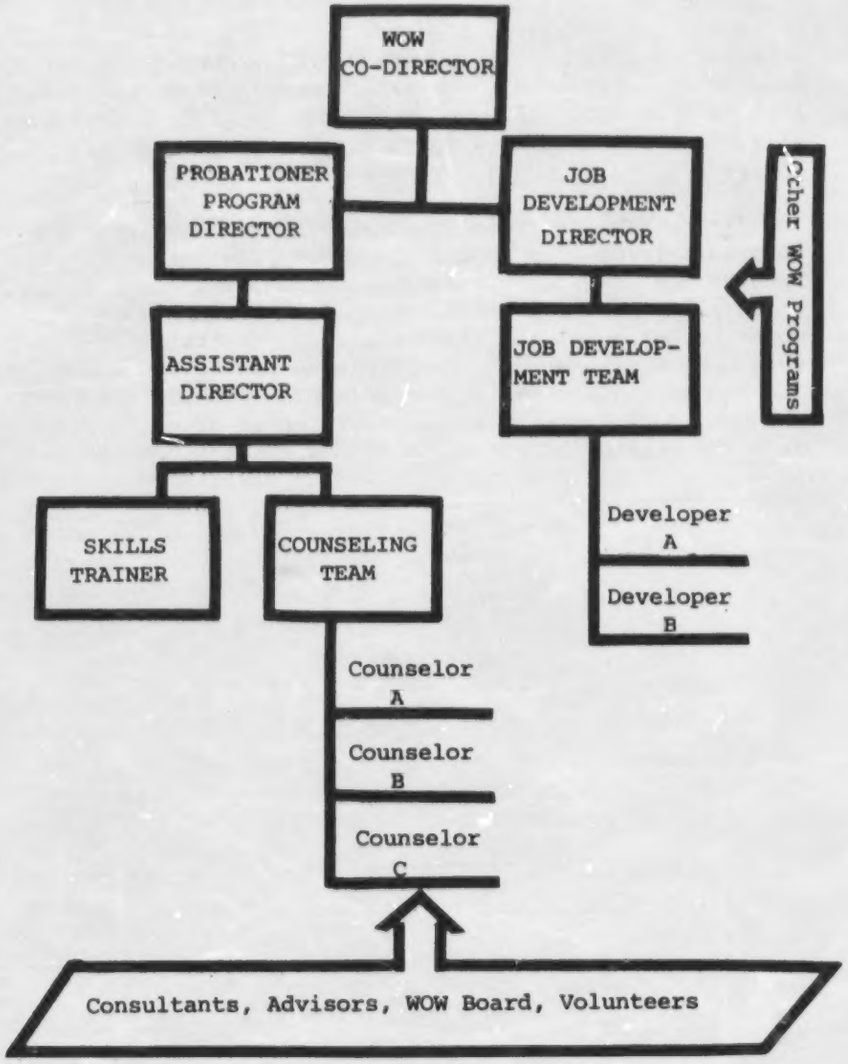
The schematic diagram of the management and staffing functions illustrates the staffing for the project at the point when the staff was at its largest. It operated with a smaller staff for considerable periods of time at the beginning of the program and toward its end. The full-scale staffing illustrated occurred at the middle of the project when it was expected that large scale training would be instituted. At this stage, commitments had been obtained from two major companies which subsequently fell through.

Additional specialized resources were used at all stages of the program. At the program's inception in 1974 management consultants with experience in Federal programming and local projects were used to lay out a schedule for the project, define work processes, assist with standard setting and record systems, and in general to help the project get off the ground. Education consultants were used on a continuing basis with the program, and additional educational consultive assistance was worked out through a local university. A psychological testing program was established with the assistance of another local university. Training materials were developed with the assistance of a consultant familiar with training programs. Consultants were used to assist with the conference held for employers in the Fall of 1976. Finally, the evaluation grant made it possible to establish a system for pulling together the pieces and monitoring the results.

In addition to the consultive assistance to the program, there was a cross-fertilization between this program and the activities undertaken through other women's organizations. Interested individuals served in an advisory capacity as lawyers conversant with equal employment opportunity guidelines, criminologists who had a special

PROGRAM PROFILE

MANAGEMENT AND STAFFING



interest in this program, professional women in and out of government involved with or experienced in Federal guideline setting, and various interested, intelligent volunteers willing to put in some woman-hours on the program out of interest in making such a program work.

The diagram suffers from its inability to illustrate the relationship of this program to other programs operated through WOW. WOW's CETA-funded program, for example, provided a training placement avenue for at least some of the women probationers and staff expertise in training. (There were CETA monies used in the training of the WOW women, but the vendor credits for such placements were not necessarily through WOW.) The program was built on an experience derived from its earlier non-traditional new careers program.

MANAGEMENT AND STAFFING

Program evaluation was going on from the time of the program's inception. It assisted with defining what the project was about--that is, what the program was designed to accomplish, how it would go about accomplishing its design, and finally, how it would review results. The program profile elements described in this report therefore constitute one of the evaluation products.

The evaluation included the responsibility of serving as the "keeper" or repository of materials and techniques employed. WOW has, for example, now codified and accumulated many "content" materials for programming in non-traditional work for women. Some of these are included in the Appendix, and others are referred to in the Program Profile or in the Appendix as listings of materials.

While some evaluation activities started when the program did, the Ford Foundation evaluation grant a year later made it possible to improve the program's evaluation. The original proposal to Ford and subsequent special reports are included in the Appendix and can be reviewed for the content of the evaluation. This final report constitutes the final evaluation product.

The Appendix documents amount to a profile of the information capability that had to be developed in order to fulfill the evaluation requirements. One bias of the current evaluation is to expose as clearly as possible major data elements used in the course of the program and its evaluation so that others can view the data somewhat independently of the evaluation. There were two categories of data, as the following discussion indicates.

EVALUATION

1. Information Library for Indexing and Comparison

   This information library was established for purposes of standard-setting, indexing, and comparison in relation to what went on within the project. This is essentially a "stationary" listing. Major examples follow:

   a. Demographic statistics on selected populations

      This included the assembling of census data, special reports on offender populations, welfare population data in D.C., Superior Court surveys of probation caseloads.

   b. Economy

      This included the assembling of data from the Census, the Department of Labor, the Department of Commerce, and the D.C. Manpower Administration on employers by industry type, employment by job type, employees by jobs, earnings, and industry employer.

   c. Cost of Living Indexes put out by the Department of Labor.

   d. Benefit scales

      Welfare scales in D.C., CETA training scales.

   e. Job and training programs for females and female offenders

      This included assembling information on national programs as well as local projects.

f. Guidelines, statutes, regulations

This included assembling guidelines for Federal programs, Equal Employment Opportunity guidelines and materials, Occupational Safety and Health Regulations.

2. Program Information

It contains data elements which are both stationary and active and involved the design of forms and information systems. The data categories included:

a. Information on participants and their progress through the program, and long-term follow-up.

b. Information about jobs and training developed through the program.

c. Content of the various components undertaken through the program.

d. Project guideposts: standards, goals.

e. Planning, administration, and management specifications.

Photograph by Antonia Lake

WOW Screening Process

Women in the District of Columbia, like women in other areas, are statistically similar to each other when broken into sub-groups. Women, unlike their male counterparts, tend to have approximately the same median educational attainment level, the same number of dependents, and where employed, to be in the same kinds of jobs. In the D.C. area, the median educational level for female A.D.C. recipients is the eleventh grade, about the same as the general D.C. area female population. Approximately 85% of the black non-professional District of Columbia women have work experience limited to two occupational areas (as defined by the Dictionary of Occupational Titles): Service, and Clerical/Sales. This is the case, whether or not they are, or have been, household heads; involved with the criminal justice system as probationers, prisoners, parolees, or residents of half-way houses; or on welfare.

The WOW screening process (described in the Program Profile Section of the report) did not provide for a control group. It established a screening standard of replicating, through those women selected into the program, the known demographic profile of the Superior Court population. For the reason of statistical similarity alluded to above, this was not difficult to accomplish. The "fit" between the Superior Court female population and those women selected for the program is excellent, as this report section will illustrate. The Superior Court population characteristics were analyzed, and since the age, educational attainment, income, and work experience data were very clear as to its strong central tendency, interquartile ranges (IQR) were established as guideline posts within which the program could pull eligible candidates.

SCREENING

It should be noted that there was a "selecting out" feature: that is, the Superior Court probation officers who referred candidates for further screening by the WOW staff, and the eligible participants themselves indicated that some eligible probationers were not job or training "ready". This program was not mandatory for the participants. Thus, it is speculated, women who were currently involved in a major way with drugs (whether or not this was their offense status), women who remained uninterested in participating (a rather substantial number of prostitutes), women with very serious personal, family, or health problems, and seriously disturbed women tended not to end up in large numbers as referrals to the eligible pool for participation.

The "selecting" out feature would have existed in the program whether or not there was a random selection process as part of setting up control and experimental groups. This is because women who did not want to participate, or who were adjudged totally unsuitable for this program, would not have ended up in the control or the participant groups. What becomes relevant, therefore, in either the control group or replicability models, is the degree to which the eligible population from which program candidates are drawn contains people who are unsuitable for such a program.

A second "selecting out" result was unintended in the planning of the program. There was a tendency, which first became known through a statistical review of referral data in the Spring of 1976, to refer women to the WOW program who were currently unemployed or on welfare because the probation officers considered them more "needy" of job related services. This was a questionable assumption because the incomes of non-professional women in the District of Columbia are so low in their traditional occupations (less than $5,000

SCREENING

in Service occupations and sales, and less than $6,500 in clerical). Secondly, it may have set the replicability standard out of kilter. Finally, it probably skews the program results--that is (as can be seen in the Results section which reviews characteristics of participants in relation to termination status) women with work experience, even though it is work limited to low-paying, unskilled jobs, may be better candidates for a job training and placement program in non-traditional work than those without work experience.

DEMOGRAPHY

The following discussion provides descriptive statistics and proportions which will enable an examination of several background variables, such as age, educational attainment, and similar characteristics, for the women in the program population, across termination groups, and in some cases, against similar populations of women.

This section is complementary to the sub-section in the Results section which reviews demographic characteristics of the women in relation to their termination status in the program. The termination statuses were: successful, unsuccessful, excused, and three-month pending/successful. The standards section of the report defines these designations, and the Results section of the report analyzes actual terminations from the program.

Demographic data were collected on the women through intake forms at the beginning of their participation in the program. Copies of these forms appear in the Appendix of the Program Profile section. The Appendix for the Participant Profile section describes the methodology for undertaking these statistical analyses.

Race

Ninety-seven women provided data for the demographic characteristics in the program population. Ninety-six of these women were black; one was white. No other races were represented. Census data indicates that the largest proportion of women in the D.C. area are black, the second largest group are white, followed by other racial groups. A rough estimation yields the following proportions: 71.1% black, 27.6% white, and 1.3% other races in the D.C. area. The population proportion of 99% black and 1% white is somewhat high for blacks in terms of what arrest statistics for D.C.[1] would lead one to expect. Apparently the Superior Court referrals to the program were predominantly black women, possibly because many of the prostitutes, of which a large number are white, selected themselves out of being considered for the program.

The following pages describe additional characteristics in graphic and text form.

DEMOGRAPHY

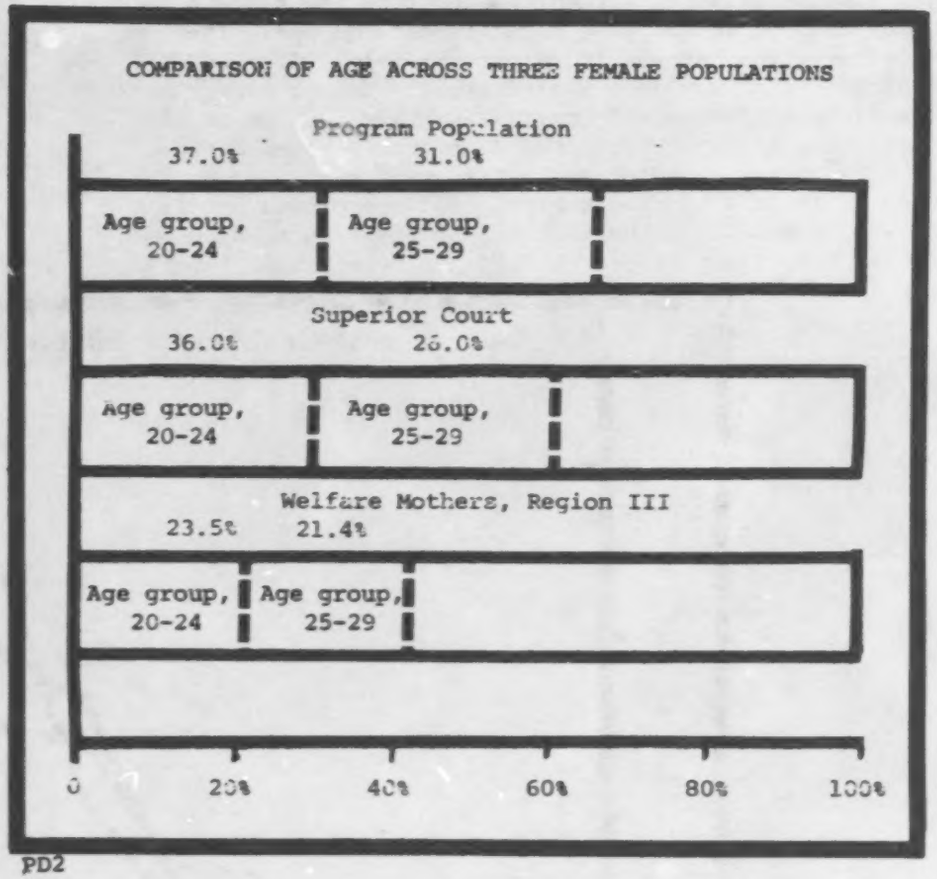
Age

The population was composed of women who ranged in age from 18-45, inclusive. The sample distribution was skewed in favor of the younger end of the age continuum. This tendency, however, does not represent a departure from the age distributions of black women in the census data for the area, from women on public assistance through A.D.C. in this same region, or from the Superior Court Sample, as indicated from the chart on this page. The mean age of the population was computed to be 25.6 years of age, the median, 25. The individual group mean across termination categories did not vary significantly with the exception of the group of women terminated as unsuccessful. The women in the unsuccessful group were significantly younger than the women in the overall sample.[2]

The table below illustrates the median ages of the three population groups:

COMPARISON OF MEDIAN AGE ACROSS THREE FEMALE POPULATIONS	
Program Population (n=97)	25.0 years
1970 Census, all black families, D.C. area	25.6 years
Superior Court Survey (n=503)	26.0 years

PD1



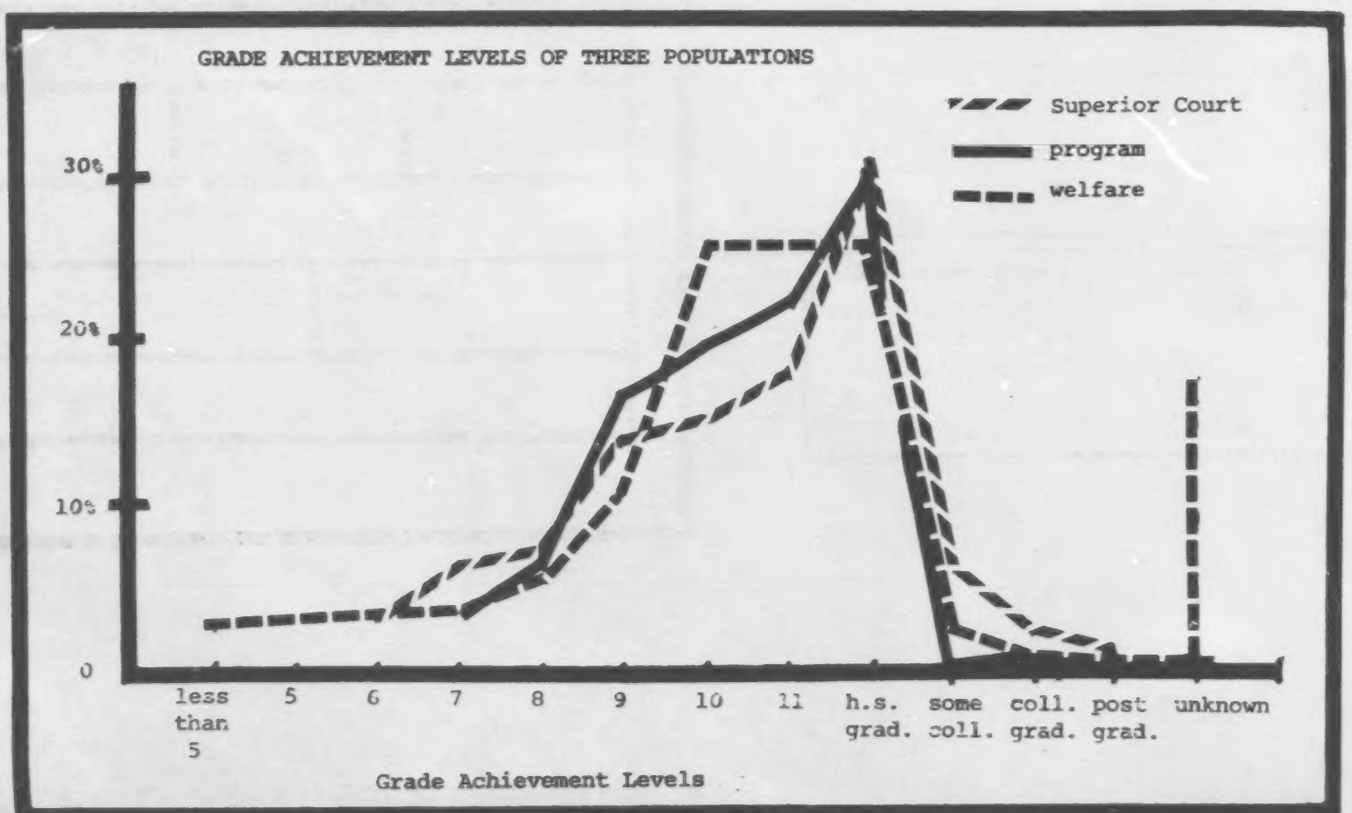
PD2

DEMOGRAPHY

Educational Attainment

In the sample, grade attainment ranged from the seventh grade to the completion of a baccalaureate degree. The mean grade attainment was 10.48 grade levels, with the median at 11 grade levels. The subgroups did not differ significantly with respect to their mean grade attainment or to their proportion of high school graduates (sample proportions = 34.4%). Educational attainment was found to be related to lengths of time employed and unemployed and is discussed in detail in the section of the report which analyzes participant characteristics in relation to termination status.

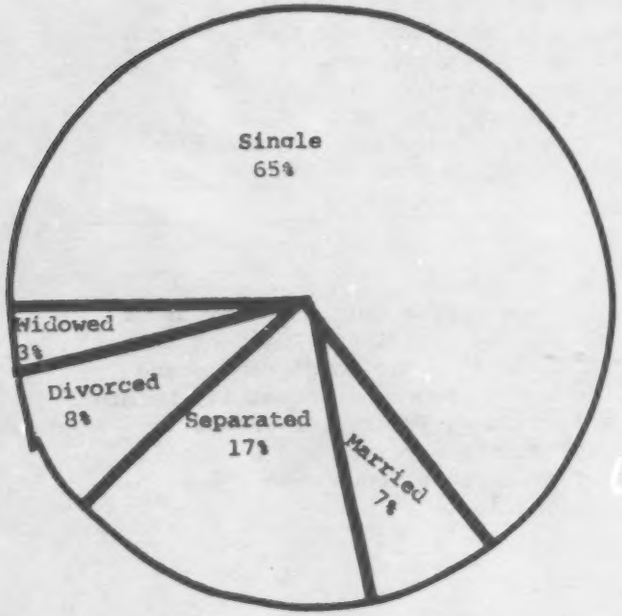
Comparison of educational attainment between the program group and Superior Court data indicate that the sample mean is lower by approximately 0.5 grade level and the medians are equal (eleventh grade). The median educational attainment for females in the D.C. area is eleventh grade level, as are approximations for A.D.C. females on welfare in Region III.



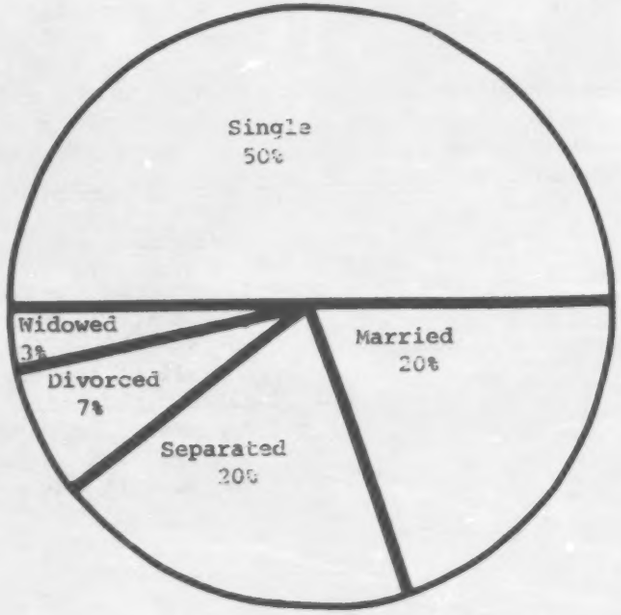
Marital Status

The sample was constituted 65% by single women, 7% married, 17% separated, 8% divorced, and 3% widowed women. These breakdowns represent a different pattern from the 1970 census data for the D.C. area.[3] There are notable differences in that the sample has a much greater proportion of single women and a lesser proportion of married women than the census data. Also, data were collected for the sample to include the categories of "separated", "divorced", and "widowed". The Census apparently has included the "separated" category with the "married" groups. This accounts for some of the differences mentioned above. The subgroups of women (by termination status) were not found to be significantly different in their composition with respect to marital status. Both the Superior Court and the program population indicate an overwhelming preponderance of women largely on their own through divorce, separation, widowhood, and "single" status, as indicated in the chart below.

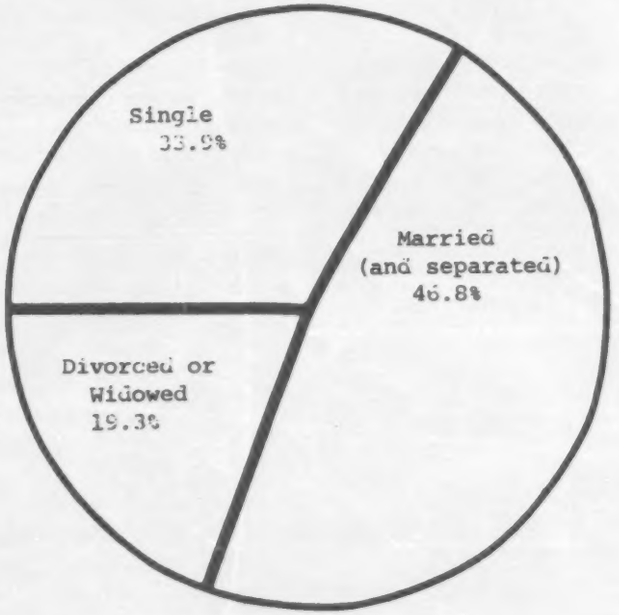
MARITAL STATUS BY THREE FEMALE POPULATIONS



Program Population



Superior Court Sample



1970 Census: black female population, D.C. area

DEMOGRAPHY

Heads of Households

Women in the sample were asked whether or not they were the heads of their households. The overall proportional breakdown reveals that 66% consider themselves the head of their household while 34% do not. None of the subgroups (by termination status) produced proportions significantly different from the overall sample proportions. These results do, however, represent a finding different from what one might expect by examining census statistics. The 1970 census indicates that out of 262,538 individuals who consider themselves heads of households, 38.1% are females. This figure is derived from female heads of households who are heads of families (n=41,080) 15.6%, and those who are the primary individual of their own household (n=59,120) at 22.5%. This difference is not incompatible considering the larger proportion of single and separated women in the sample. We would, on this basis alone, have predicted a greater proportion of women in the program to consider themselves as heads of their household. This variable will be examined in greater detail in the Results section dealing with the source of income variables.

Dependents: Total Number

The total number of dependents per woman ranged from no children to a maximum of seven children. The mean number of children per woman was 1.5. This statistic did not vary significantly across termination status. A breakdown by actual number of dependents per woman provides the following: 26% of the women have no dependents, 35% have one, 22% have two, 7% have three, 3% have four, 6% have five, 0% have six and 1% have seven dependents. The four subgroups (by termination status) were not composed of significantly different proportions by dependent, with the exception of the "excused" termination category which had a significantly lower proportion of women with one dependent than the overall sample. This is explained, in part, by the fact that the two largest categories of dependents for this group were "no dependents" and "two dependents" which accounted for 64% (32% respectively) of the women. The theoretical implications of this finding seems most appropriately discussed in connection with the age of the dependents, which is done in the Results section.

Dependents: Ages

The ages of the dependents ranged from "birth to 1 year of age" through "21 years of age and over". Children of school age and above (6-21) predominated in the total sample and for all of the groups except the group unsuccessfully terminated. This group had a significantly greater proportion of dependents below school age (birth-5 years) and a significantly lower proportion of dependents above school age than the overall sample proportions.[4]

Income

There were three main sources from which the women in the program derived their incomes: (1) work, (2) welfare, and/or (3) other sources. Three women had a combination of two of these sources and several women indicated they did not have any source of income. Each of these income sources will be discussed in turn. Additionally, the proportions of women located within the different income levels will be examined.

Sources of Income

The sample divided itself proportionally into four major categories with regard to income. Women who had no source of income made up 8% of the sample, followed by working women at 15%, welfare recipients at 43%, women with other sources of income (e.g., child support payments) 31%, and women who worked and received welfare, worked and had other sources of income, or received welfare and other income made up 3% (1% respectively). The subgroups were not significantly different with respect to these proportions with the exception of the group of women successfully terminated. The women in the successful group had a significantly greater proportion of women working and a significantly lower proportion of women on welfare at the time of their initial interview than the overall sample. (For a complete chart of subgroup breakdowns by income source, see next page.)

Income Levels

The levels of income for the population ranged from no income to between $800-849 per month for one person who received widows benefits for herself and children. No subgroup departed significantly from the population proportions per income level. The overall breakdown in income levels per

DEMOGRAPHY

INCOME LEVELS PER MONTH UPON ENROLLMENT IN PROGRAM	
No Income	21%
$50-299/mo.	46%
$300-549/mo.	19%
$550-799/mo.	0%
$800-849/mo.	1%*
unknown	13%

*This person is recipient of widow's benefits

PD5

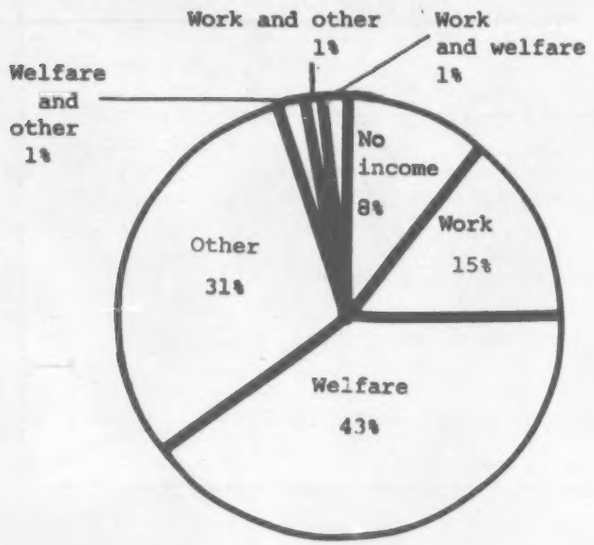
month is illustrated in the above table.

Approximately 61% of those with incomes of more than $300/month were mothers on welfare and, in one case, the recipient of widow's benefits. The 1970 census indicated a median of $6,469 for fulltime female clerical workers, and $4,650 for fulltime female sales workers, which would translate into payscales considerably below the WOW placement standards of $3.50/hr. At the same time, the median census guideposts for clerical jobs is above the earnings of any of the women at the time of their enrollment in the WOW program, and the $4,650 sales guidepost is above all save three earners upon their entry into the program.

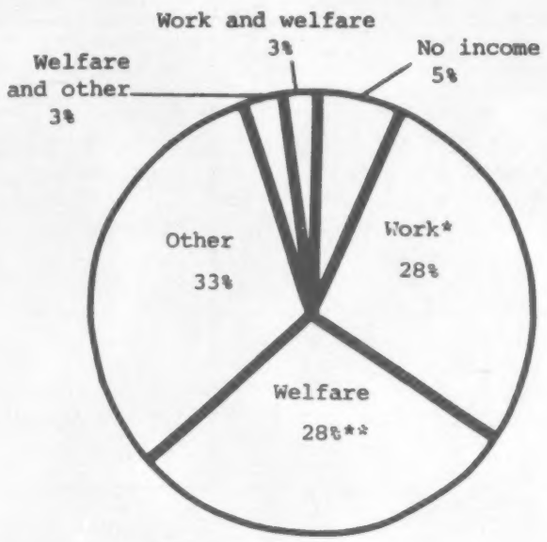
DEMOGRAPHY

SOURCE OF INCOME: COMPOSITION OF SUBGROUPS BY SOURCE OF INCOME UPON ENTRY INTO THE PROGRAM

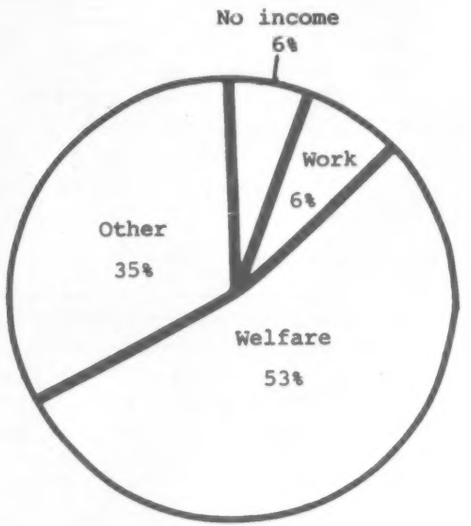
PROGRAM POPULATION



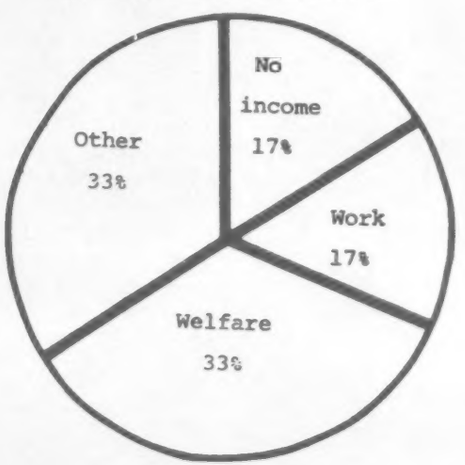
SUCCESSFUL



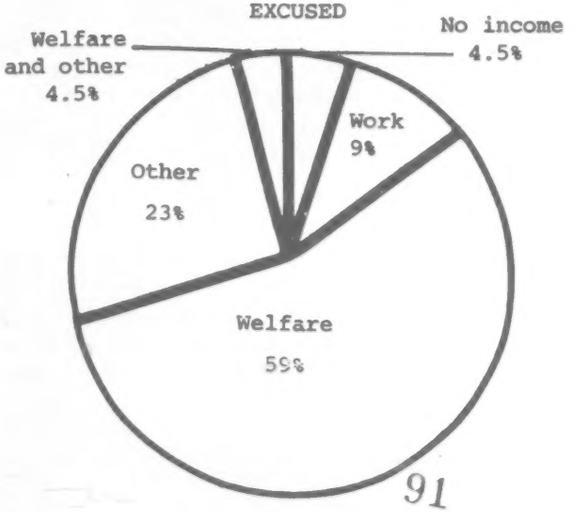
UNSUCCESSFUL



PENDING/3 MOS. SUCCESSFUL



EXCUSED



*Proportion of women in the successful group receiving their incomes from working is significantly greater than the overall percentage. (p .01)

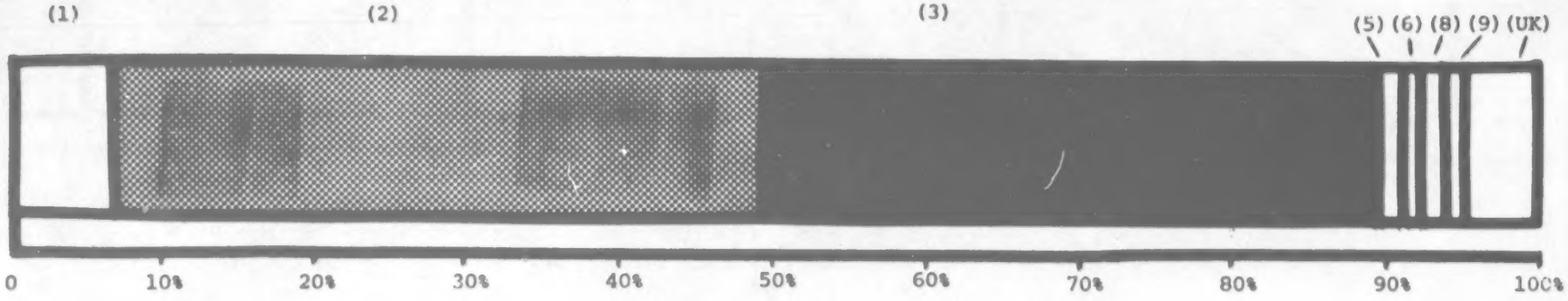
**Proportion of women in the successful group receiving their incomes from welfare is significantly less than the overall proportion. (p .05)

DEMOGRAPHY

Employment: Job Types

Job types were coded according to the Dictionary of Occupational Titles ("DOT" codes). While there was quite a broad job spread represented by this population of women, there was a distinct clustering of job experiences in two main areas, those of the clerical/sales category, and the service occupations. In the overall sample, 42% of all job types were of the clerical/sales category, and 40% were of the service occupational category, about the same as the Census illustrates for black women in the D.C. area. Thus 82% of all job types fell into "traditional" female occupations. Only 13%, or 24 out of a total of 187 past job experiences were any sort other than these two very large occupation categories, and most of these are managerial and supervisory positions which can be considered traditional female jobs. The chart below illustrates the types of job experiences. In addition, there were five women who had had no previous work experiences: one woman in the successful group, constituting 2.5% of that group, and four women from the excused group, constituting 18% of the group.

PAST JOBS HELD BY PROGRAM PARTICIPANTS BY OCCUPATIONAL CATEGORY



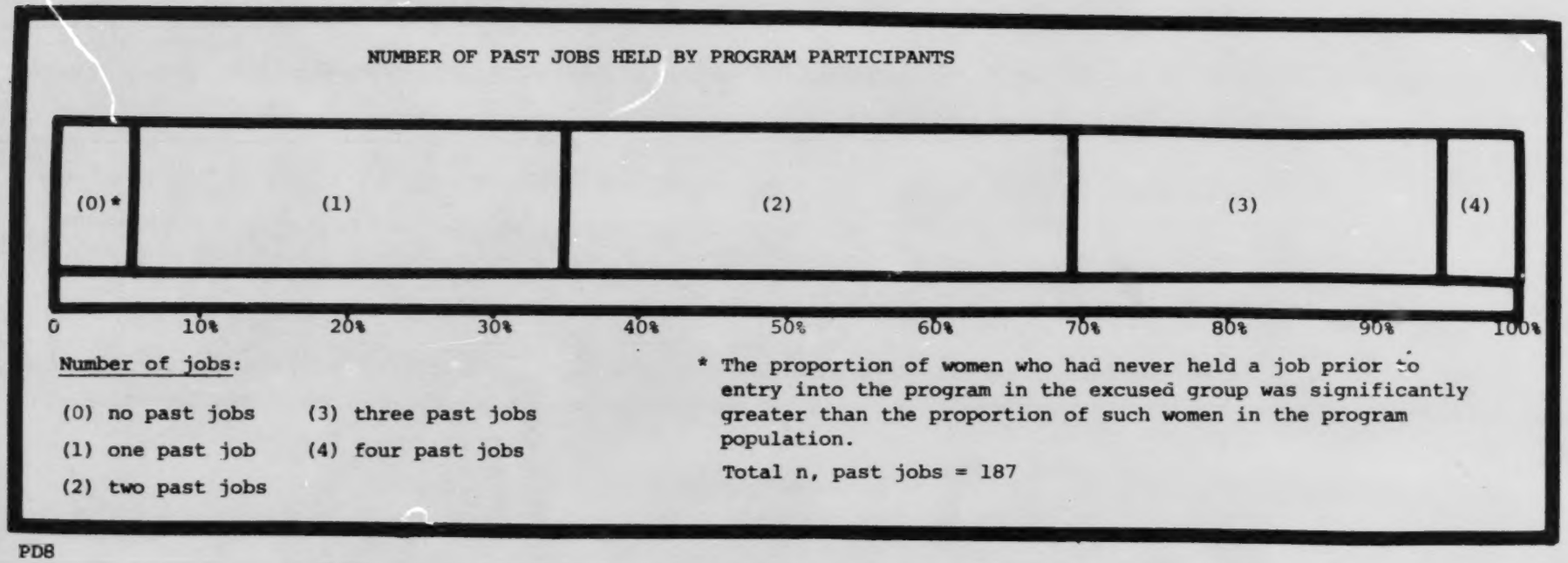
Total n, past jobs = 187
Total n, women with past job experience = 91
Total n, women with no past job experience = 5

Occupational categories:

(1) professional, technical, managerial
(2) clerical, sales
(3) service
(5) processing
(6) machine trades
(8) structural work
(9) miscellaneous
(UK) unknown

Employment: Total Number of Past Work Experiences

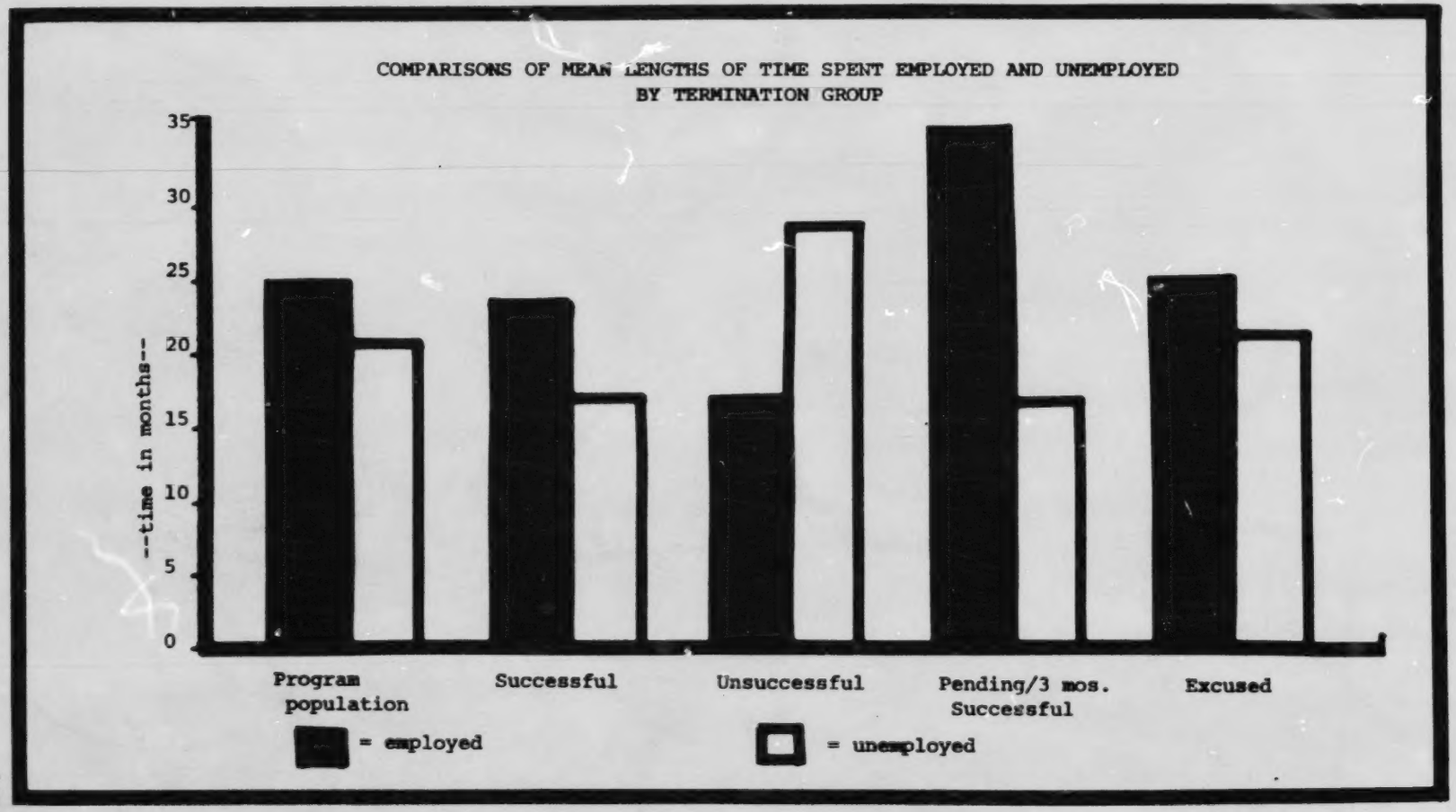
The number of past jobs which women in the program had held varied from no past experiences to a maximum of four.[5] The program population figures produce a mean of 2.5 jobs per women and proportions illustrated in the chart below. The only subgroup which differed significantly from this finding were the women who terminated excused. This group had a significantly greater proportion of women who had never held any jobs than the over sample.[6]



PD8

Employment: Length of time employed/unemployed

Means were calculated, in months, for the lengths of time spent employed, and unemployed. For the program population, the mean number of months spent employed per woman is 24.6; the unemployed mean was 20.9 months. One significant difference was observed in the group of women terminated unsuccessful; as a group, these women had spent significantly fewer months employed than the overall group.[7] The proportions by subgroup are illustrated by the chart on this page.



DEMOGRAPHY

Offense History

All of the women who were enrolled in the program had been involved with the court system in some manner. Most were referred from the Superior Court of D.C., and a few came from the family court system and local halfway house programs. All of these women had at least one offense, either criminal or civil, upon entering the program.[8] Thus, the number of offenses ranged from one to five, whereby the records of the two individuals with five offenses included multiple counts.

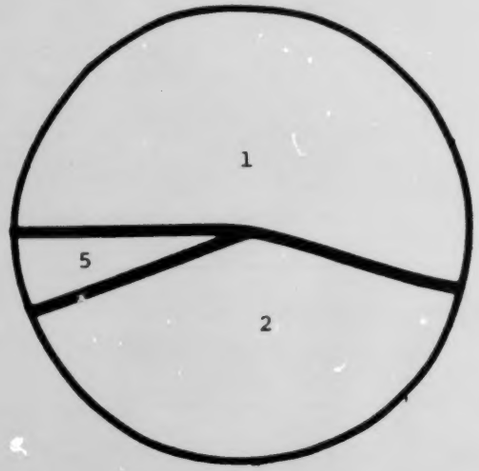
Offenses: Number of Offenses

In the population, 72% of the women had only one offense, 17% had two offenses, 7% had three offenses, 1% was classified no priors with regard to offense background. As the number of offenses increased, the likelihood of having committed a felony increased as did frequency of involvement in the criminal justice system, as indicated by the chart on this page.

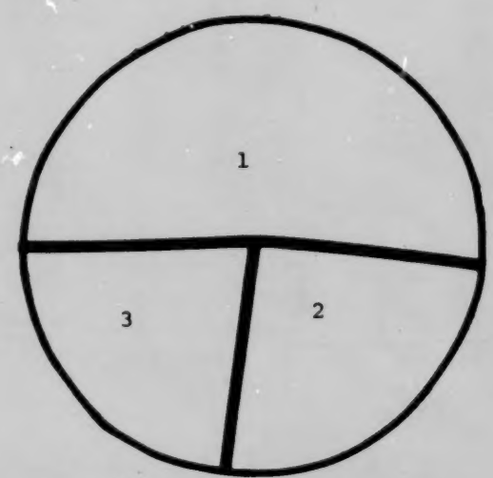
NUMBER OF OFFENSES BY TERMINATION GROUP

Successful

Unsuccessful

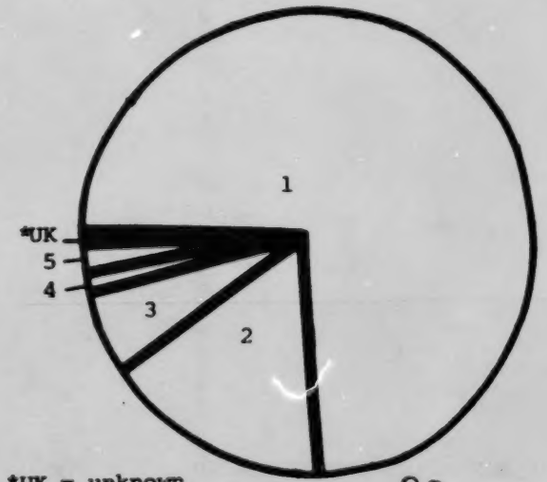


Pending/3 mos. Successful



Excused

Program Population



*UK = unknown

Offense History: Seriousness of Offense

The offenses committed by the participants were classified according to the degree of seriousness with which they were regarded by the criminal codes of the D.C. Superior Court, or as civil cases. That is, they were coded misdemeanor, felony, or civil. Seriousness of offense was determined for present offense, that is the last offense for which each woman was convicted prior to admittance into the program, and for prior offenses. Thus we have a record of the seriousness of current offenses (first offense for the majority of the women who have no prior offense history) and a separate record of seriousness for multiple offense histories.

For present offenses, the program population broke out into the following proportions: misdemeanors 65.6%, felonies 25.0%, civil cases 8.3%, and 1.0% unknown offense history. The proportion of civil cases in the excused termination group is significantly greater than the overall proportion of civil cases. The implications of this particular finding will be discussed in greater detail in the results section.

The past offense histories are comprised by 73% misdemeanor cases, and 27% felonies. None of the termination groups had had proportions of cases where seriousness was significantly different from the population.

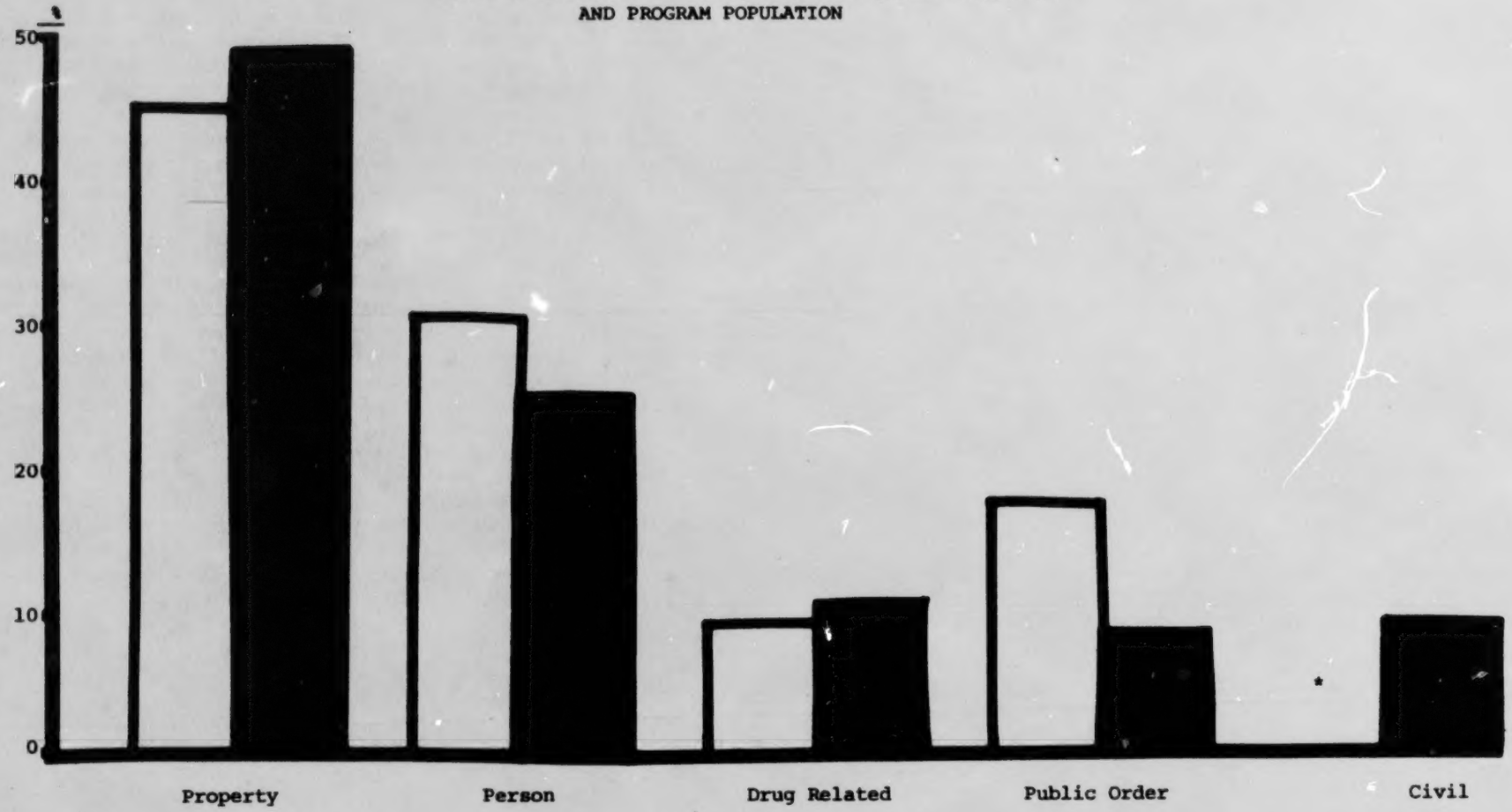
Offense History: Types of Offenses

The types of offenses that were committed by the women constitute a broad range. For purposes of comparability with a survey of women from Superior Court,[9] the offenses were collapsed into four main areas as follows: (1) property charges: larceny, fraud, involving auto, other related offenses; (2) person charges: assaultive, property motivated, weapon charges; (3) drug related charges: violations of the Controlled Substance Act, the Dangerous Drug Act, or the Uniform Narcotics Act; (4) public order: court order, drug offenses, liquor laws, tax laws, sexual solicitation, and miscellaneous charges (a full listing of this typology is included in the Appendix).

A comparison of offense categories, using the five category breakdown (including civil), is illustrated in the chart on the next page as to the Superior Court and the program populations. The program population and the Superior Court population had a fairly similar make-up across the crime categories. In the case of the Superior Court, however, 9.5% of the public order charges was for prostitution, while in the program population, 5% was for prostitution. Both the proportion of public order offenses and prostitution charges in particular were significantly smaller proportions than the percentages of these charges in the Superior Court sample.[10] The program population had a slightly larger percentage of drug charges, but these were for minor offenses, and the Superior Court charges include major offenses. The Superior Court sample did not present figures for the number or percent of civil charges, if there were any.

DEMOGRAPHY

TYPES OF OFFENSES OF SUPERIOR COURT FEMALE POPULATION
AND PROGRAM POPULATION



* No civil cases recorded for Superior Court

= program population

Footnotes

1. Katzenelson, Susan. The Female Offender in Washington, D.C. (The Institute of Law and Social Research: Washington, D.C.), 1975.

2. The mean age for "unsuccessful" group = 21.6 years; overall sample mean age = 25.6 years. Significance at (p=.001).

3. Census of the Population: Characteristics of the Population, D.C., 1970

4. Test for significance of proportions (p=.05)

5. The form used to collect this information provided only enough space to include four job types and thus a limit was set on the total number of past jobs. This limitation was not thought to be a serious one, however, since the vast majority of the women had worked fewer than four jobs.

6. ($p = < .01$)

7. Gosset's t-test for difference of means Unsuccessful = 16.8 months, t_{14} significant at (.025)

8. There is one woman who was referred to the program through family court because of her involvement with her sister's case in that court system. She had committed no offenses herself.

DEMOGRAPHY

9. The survey was a one-time sampling of the total caseload by offense type and seriousness of offense. It could not be seasonally adjusted or compared with previous surveys to establish trend lines. There is a certain distortion of the data therefore.

10. Significant difference of proportions test:

Program population:

% Public order	$Z = -3.125$	$\alpha = .001$
% Prostitution	$Z = -1.80$	$\alpha = .05$

Attitudinal Surveys were designed for use with the participants and employers. The surveys used with the women are discussed here. Little was known about women in non-traditional work. Consequently, the Attitudinal Surveys were designed to:

1. Register feelings of the women about non-traditional work before and after placement.

2. Test their knowledge about non-traditional work.

3. Ascertain attitudes toward their families, and hopes for, and fears about, the future.

4. Reflect expectations and satisfactions about the program.

5. Obtain information about working conditions once the women were placed in a job or training opportunity.

The surveys were to be administered upon enrollment in the program, upon participation in pre-training/jobs, three months into placement, at the one year termination point, and at annual periods thereafter. While each survey differed, there were certain questions repeated throughout the cycle in order to register changed responses. None of the women completed the whole cycle, for the first women who went through the program were not tested through the survey until after their termination, and the subsequent groups of women have not completed the full cycle. Therefore, we cannot produce sample results which would follow through one group of women from the beginning to the end of the cycle. The summary numbers represent groups of women at various points of the cycle.

ATTITUDINAL SURVEYS

The survey instruments appear in the Appendix for the Program Profile section of this report. While there was a rather large number of surveys and questions, it was felt that if a woman somehow missed one, she could pick up on the next one. The basic demarkation point in the surveys was pre-placement and post-placement (with two surveys before that point, and two surveys after that point). The survey given a participant upon termination varied as to termination status, so that additional insights could be obtained as to why a participant terminated as she did. Since the unsuccessful terminations occurred predominantly in the early stages of participation in the program, few unsuccessful terminations completed the one-year termination survey. Their feelings about work experiences, therefore, are largely unregistered, since only a few were placed into jobs. Finally, a Follow-Up Survey was undertaken in the Fall of 1977 to ascertain changes in the women's lives and work status, and to register responses to the questions asked them through the Attitudinal Surveys. The women had been terminated for as long as two years.

Responses to a selected grouping of questions follows:

1. Pre-placement women knew of no women in non-traditional jobs among their acquaintances.

2. Pre-placement women responded favorably that they were willing to be one of the first females in a non-traditional job.

3. When pre-placements were sampled at the beginning of the program, their key interest in a job was, in order of response: (1) money, (2) enjoy work, (3) advancement. When sampled after placement the response was: (1) money, (2) advancement, (3) skill development.

ATTITUDINAL SURVEYS

4. When asked about money, the expectations of pre-placements were for wages only slightly above what they had been accustomed to earning (an increase around $4.00 to $5.00 an hour). After placement, their expectations had been raised to desire a salary of around $15,000 ($7.21 an hour).

5. The women, at all times sampled, said they did not want to be maids, dishwashers, babysitters, or workers in carry-out food establishments or laundries.

6. Eighty-five percent of the women responded throughout the survey cycle that they would prefer hard physical work to an office job if it brought more money.

7. When asked if women could handle jobs as well as males, most responded "yes", although several qualified this response--where jobs require extreme physical strength, males are probably better suited to this work. One or two said "trash collection" is better handled by males.

8. Before placement, two-thirds of the women indicated a willingness to commute, plus a few "maybe's"; after placement at least three-fourths of the women indicated they had to commute long distances to work, usually by bus. After placement nearly all the women were saving for cars, or were purchasing them.

9. When pre-placements were asked what changes they would make in their lives if they had well-paying jobs, they responded (in order of responses): (1) obtain better housing, (2) move to another neighborhood, (3) have clothes and provide educationally for my children, (4) acquire a car. When asked at post-placement, the responses were: (1) saving now for a house, (2) am saving for, or am paying off a car, (3) have better furniture now.

The Follow-Up Survey indicated major changes in the lives of those women successfully terminated. First, one of the women is buying a home. She has moved to a neighborhood which she considers to have better schools for her children, and a better environment. Others are saving to buy a home. A few have moved to different apartments, but most are saving money for a home. Several are purchasing cars and new furniture. The most significant difference is their propensity to save for the changes they said they desired in the first survey.

10. A post-placement question had to do with problems on the job with supervisors or co-workers. Nearly all the successfully terminated women in non-traditional jobs, where they were the first, or among the first, female placements, indicated that they got along well with their co-workers and were well-treated by their supervisors. They appeared very anxious to fit in with the requirements of the job and indicated that the work situations with male co-workers seemed to improve the longer they stayed. The two major exceptions to this were: (1) a group of women who had difficulties on the job as meatcutter apprentices, and (2) construction workers.

11. Questions about satisfaction with placement were distinguished from those designed to catalog job-related problems. Most women express satisfaction with their work, even where they encountered severe problems on the job or in being hired (such as the construction workers and meatcutters). All electronic and mechanical

workers indicated they enjoyed their work. The warehouseworkers and custodians seem less satisfied with their work than the others.

12. Of those asked whether anyone in their family had been involved with the Court system, a number of women did not respond. Of those who did respond many indicated they had brothers, mothers, husbands, boyfriends, and brother-in-laws who had been "in trouble with the law".

13. In response to the questions about being "mistreated", many refused to respond. Others indicated that they had been beaten as children, physically abused as adults, and raped. Some of the women referred to the program for the offense of child abuse have case records which show they had been abused as children or adults.

14. When asked what their "three biggest problems" were, pre-placements responded (in order of response): (1) myself, (2) acquaintances, relatives, and husbands, (3) housing. The post-placement responses appeared to reflect less of a sense of personal inadequacy, with successful terminations no longer answering "myself".

15. When asked what three things would keep them "from further involvement with the courts", the pre-placements responded: (1) "myself", (2) staying away from "bad influences", (3) a job. Successfully terminated post-placements responded: (1) working, (2) staying away from "bad influences", (3) not worrying about money.

In questions 13 and 14, the unsuccessful terminations were much more oriented toward inadequacy of self, at time of both pre-and post-placement. Women with children invariably cited their children as a reason for not being involved with crime, but not always among the first three reasons.

16. Asked many questions about day care throughout the survey cycle, most of the women indicated they favored leaving their children with relatives or close friends.

MY CHILD'S TOMORROW

Sometimes when I am all alone,
I think of the world around me and how it has grown
I think of the long way people have come,
But mostly of the great things they have done.

I dream of my child's tomorrows
That also includes her pains and sorrows
I want her to have a rich and fulfilling life,
But remembering where she came from, but demanding her rights.

When the tomorrows have changed to yesterdays,
And my child has grown and gone her way,
May God ever shine his light on us
Until we return back to ashes and dust.

La Verna Goodman

EXAMPLES OF POETRY BY PARTICIPANTS

OPENING OUR EYES

Rats, Roaches
Beer cans and dope
Pimps, Prostitutes
and squares that can't cope.

Our kids are running 'round
fighting and stealing
Our mothers are waiting for
welfare checks because they
can't work or not willing.

Young People trying to get
ahead and see a better light
But only to get shoved back
Because their way is never right.

Yesterday I was Born here
Today I feel Left out
Tomorrow I dream of Leaving here
with no worries, cares or doubts.

Peggy A. Rawlings

Photograph by Antonia Lake

Placements by Industry (demand) Type

During the course of the program, WOW used standard publications from the United States Department of Commerce and Labor, and the District of Columbia Department of Manpower as directional guideposts for its job development efforts. One report, "Industrial and Occupational Employment to 1985" published through the District of Columbia Department of Manpower, summarized employment by industry and job type for 1974, with projections to 1985.[1] Using this publication as a guidepost, WOW's placements of participants can be reviewed across employer dimensions, as shown in the table on this page.

It should be noted that, for comparative purposes, we have classified all WOW construction jobs to be in the construction industry sector, although most were actually in the government sector as public service employment jobs. Institutional training programs were not counted as jobs, so that the women who were enrolled in training for the more traditional female occupations (which, as jobs, would eventually show up in the government and service sectors) were excluded from these tabulations. The results WOW achieved by employment sector represent a preponderance of jobs in the larger employer sectors, and a spread throughout the employers.

D.C. AREA EMPLOYMENT BY INDUSTRY TYPE, 1974, 1985, AS COMPARED WITH WOW JOBS

Industry	1985 (%)	1974 (%)	WOW Jobs (%)
Government and Public Administration	-- 24.3	24.7	7.8
Services	-- 33.5	32.3	25.4
Wholesale and Retail Trade	-- 18.3	18.3	23.5
Construction	-- 7.1	7.5	35.2
Finance, Insurance and Real Estate	-- 6.6	6.2	0
Transportation, Communications and Public Utilities	-- 5.5	5.6	1.9
Manufacturing	-- 4.1	4.6	5.8
Agriculture, Forestry, Fisheries	-- .5	.7	0

RP1

Placements by Occupation

Using the tabular information in "Industrial and Occupational Employment to 1985" as a guidepost, WOW's job placements for participants can be reviewed by occupation.[2] (This occupational breakout is the U.S. Census typology, which differs from the Dictionary of Occupational Titles typology.) Table RP2 illustrates the breakouts.

The women who are currently in institutional training were not counted. If they complete these courses, most will be employed in the clerical and professional categories. As can be seen from this table, WOW's job efforts were not complementary to the employment sector if mere prominence of jobs is taken as the standard, whereas WOW's jobs targeted against the employer sector quite successfully.

There is a reason for this, as becomes clear from a review of jobs as to their earning scales and as to their representation by females. The highest wages are to be seen in conjunction with sex breakdowns. Using the census typology, sex differentiation, not the actual classification of jobs, is the key factor in explaining income differences. In the 1970 census figures, there is a greater difference in earnings between males and females for each of the above categories than there is between all the categories of earnings for females (except the professional category). There is a difference of between $4,000 and $8,000 between males and females for each of the categories. Excluding farmers, farm laborers, professional workers, and managers, males earn from $7,937 to $14,519 a year as opposed to the female earnings of from $2,069 to $6,469 for the same occupations. (The census tables are included in the Appendix for reference.)

D.C. AREA EMPLOYMENT BY JOB TYPE, 1974, 1985, AS COMPARED WITH WOW JOBS

Occupational Category	1985 (%)	1974 (%)	WOW Jobs (%)
Professional, technical and kindred workers	25.1	24.3	0
Managers, Officials and Proprietors	12.0	12.4	0
Sales Workers	5.7	5.7	1.9
Clerical Workers	26.5	25.4	3.9
Craft & Kindred Workers	10.2	10.2	56.8
Operatives	5.4	5.7	7.8
Service Workers	11.9	12.4	19.6
Laborers, except Farm	3.0	3.3	9.8
Farm and Farm Workers	.2	.5	0

RP2

Furthermore, when these occupational categories are broken down by sex representation, a picture of lack of female representation emerges. There were two areas of placements by occupational category where WOW's jobs predominated: Craft and kindred workers and service workers. Following

behind these were laborers, operatives and clerical workers (in that order). Using the census data, again, as a reference point, women were in 1970 employed only in small numbers in these jobs. Only .9% of their number was employed as craftworkers, 2.2% as operatives, .5% as laborers (except farm). The service category is a bit more difficult. It includes personal, health, legal, business, food services, and security guards. Some service jobs are very well paid. In this job category the problem is to gain access to those service jobs which bring good pay (basically, male-dominated occupations).

When the combined interests of money and sex representation are posed in relation to the WOW placements, the placements by occupational category are much more understandable. WOW's 56.8% representation in the Craftworkers and kindred workers category reflects WOW's equal opportunity effort to place women in jobs where they are underrepresented and where they can receive good pay. Most of the placements in that category were construction workers, (the highest paid workers in the local economy, excluding professional and managerial workers), followed closely by the electro/mechanical jobs as Xerox technical representatives and appliance repairwomen. The 19.6% placements in the service worker category reflects placements as meatcutter apprentices and janitors, both of which are high paying. The next category, laborers, were those women placed as warehousewomen, a unionized, favorable pay occupation. The operatives were the printer apprentices and in one case, a factory worker.

To play with the numbers a bit, using the census as the guidepost by sex earnings, the following can be asserted:

1. WOW increased female representation in non-traditional jobs (90% of the WOW placements were non-traditional).

2. WOW increased female representation in jobs bringing more money (as will become obvious from a review of subsequent data portrayed in this report) by as much as $10,000 a year between what the women earned in their traditional occupations and what they earned when they were placed by WOW.

Chart RP3 on the following page illustrates the occupational representation by average wages for the jobs the women had before their enrollment, as compared with those they received through WOW placements. This chart breaks down jobs by the more comprehensive Dictionary of Occupational Titles codes and illustrates a shift from an 87% representation in clerical, sales and service to a variety of job categories. Going also with this occupation-distribution-shift is a substantial increase in wages.

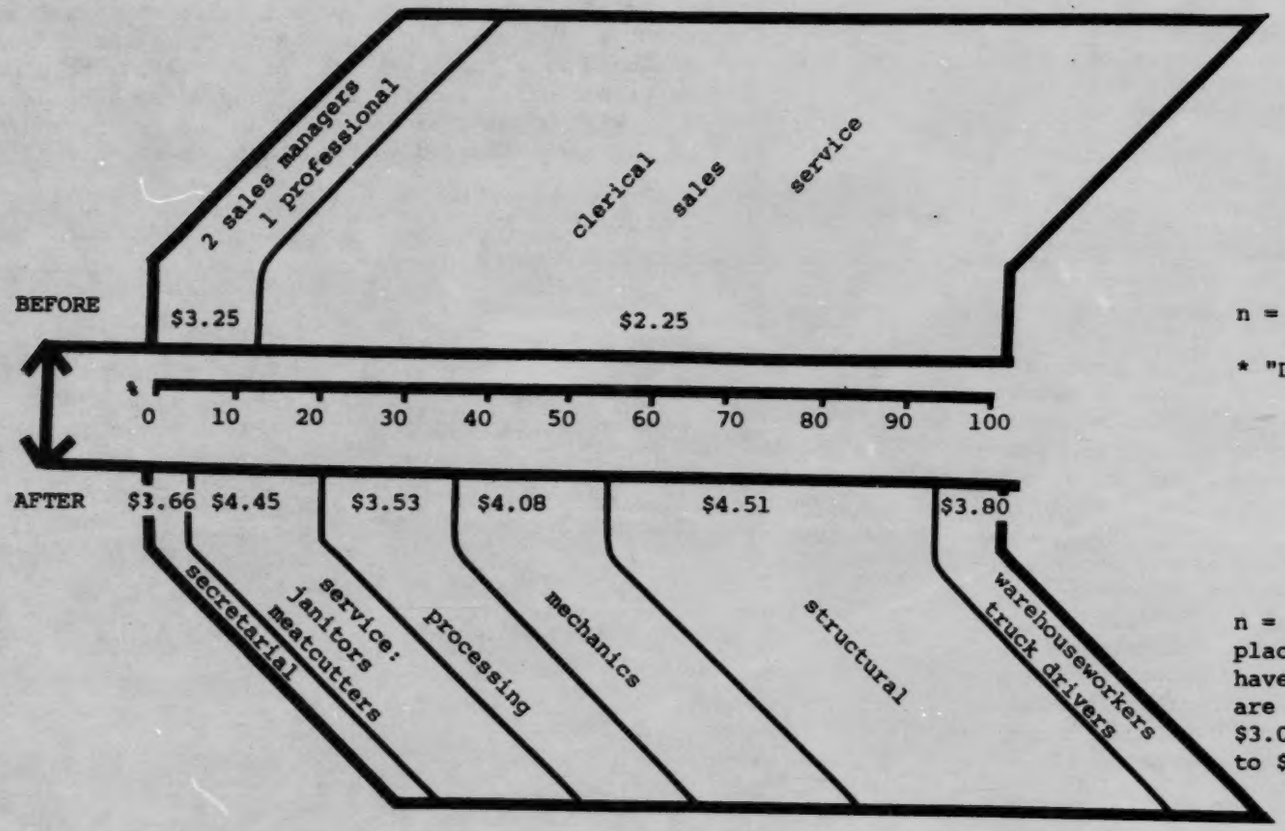
Wages

There are several ways of looking at the wages of women currently earned on their jobs. Measured against a guideline of their past wages as workers in traditional female occupations, the new wages represent an improvement of anywhere from $1.00 to $5.00 an hour. There is a problem in reviewing these wages: many of the women are still in a training status, even if employed for as long as two years. The Xerox Technical Representative, after two years of training on-the-job presently makes $12,900 a year, and will within another year make $15,000. The automobile mechanics who are well into training, will make around $14,000 when they are finished.

The meatcutter has now become a journeyman and is making $16,636 a year. She is the only woman served by the program who has managed to hit such a high wage. In her case, she was a welfare recipient with an income of $1,836 per year be-

PLACEMENTS: QUALITY

JOBS* HELD BY PARTICIPANTS AT SOME TIME BEFORE ENROLLING, AND JOBS HELD AFTERWARDS BY JOB TYPE AND AVERAGE EARNINGS



n = 187 jobs

* "DOT" code

n = 58 jobs. Wages at time of placement. Many of these women have had raises. Training wages are excluded. They ranged from $3.00/hr. (automobile mechanics) to $4.50/hr. (construction).

fore her enrollment, $14,799 a year less. Other successfully terminated former welfare recipients are employed at Project Build, are in school, have moved, or are pregnant.

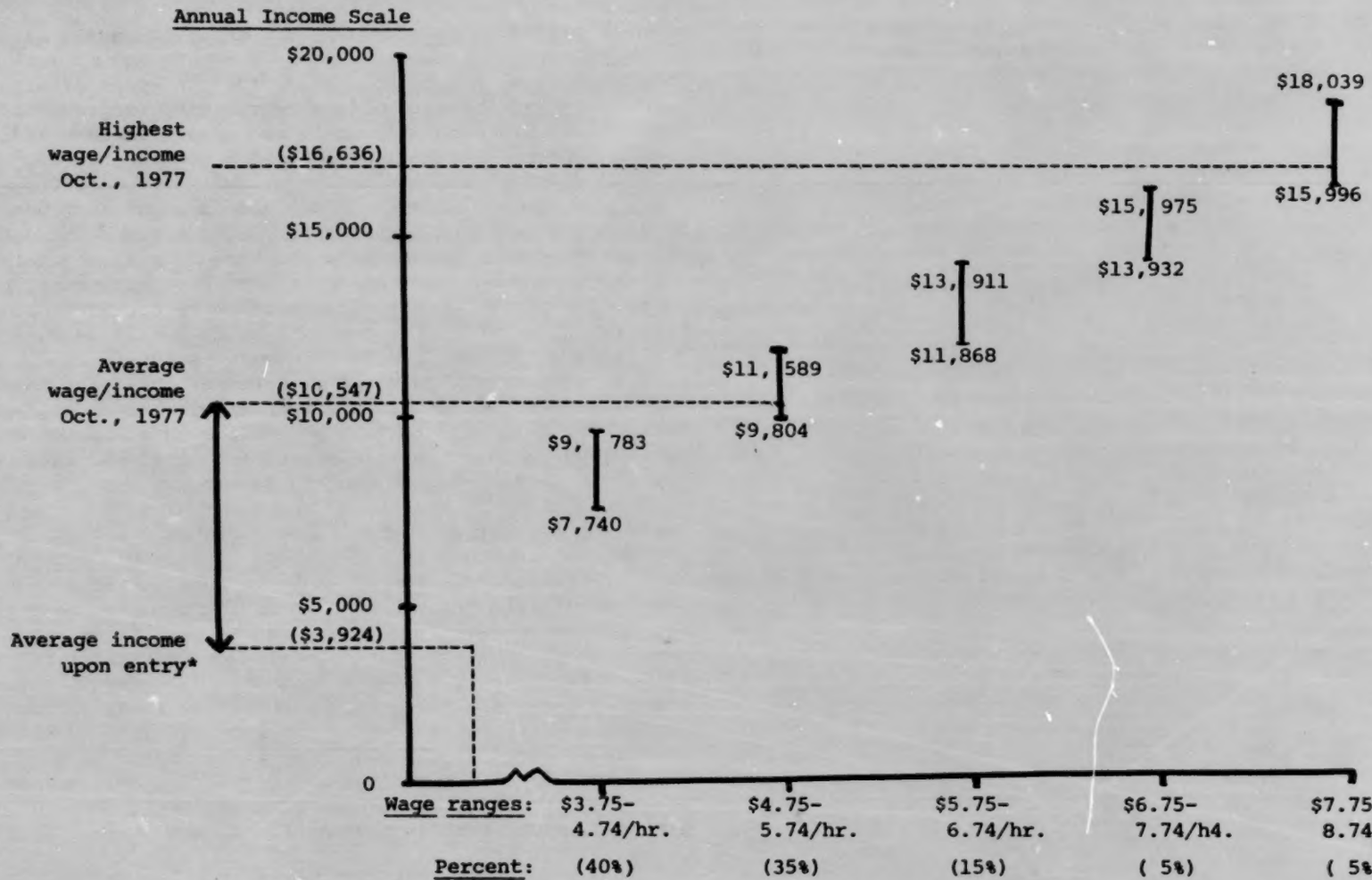
Individual construction workers in this program at Project Build, or who have been forced to return there, earn $4.75 an hour with the exception of the two forewomen who make $5.00 an hour. This is less than half what they would earn on the outside if they could get into a steady job-hiring pattern. This is one of the more frustrating findings: the extent to which women successfully trained to earn high wages found it impossible to do so.

Another way to look at the wages is to sort out those placements which can be described as not leading to a substantially increased wage beyond their current wage. As of the October Follow-Up Survey, counting those women who were working or in training, all of them anticipate very substantial raises in salary over the next couple of years. (This statement holds true if one considers that Project Build construction workers have the potential for earning much more.)

In order to achieve an income of between $15,000 and $16,000, the hourly wages must be around $7.50. All of the successfully terminated women in the program who are in training or working can potentially achieve this income with the exception of the two women placed as secretaries, whose income will likely increase over a much longer period of time to around $11,000. (Those women enrolled in educational institutions are not counted.) The $15,000 income is not a bad benchmark: a moderate cost of living budget in the District of Columbia for four persons is currently $16,950. When the women stated the goal for their eventual income, $15,000 was the figure most quoted once the women had received placements.

Chart RP4 on the following page illustrates the current hourly wages and annual income of twenty women who in the Fall of 1977 were contacted as part of the Follow-Up Survey, in contrast with their program entry incomes (source of the entry income varied). Those women who are currently drawing preliminary training wages and those women enrolled in school were excluded from these calculations. The chart is not a measure of potential income, since many women excluded from the chart will be high wage earners in the future and since some of those illustrated on the chart expect raises this year.

HOURLY WAGES AND ANNUAL INCOME OF WOMEN, OCT., 1977 (AS COMPARED WITH THEIR AVERAGE INCOME UPON ENTRY INTO PROGRAM)



n = 20 women/jobs, Fall, 1977. All women with training wages and/or educational placements excluded. Median = $4.75/hr. ($9,804/yr.)

* = average income of same 20 women upon their entry into the program (source of their income varies). Median = $3,348/yr.

WOW's program results by the standard of quality of placement were excellent. Women were placed in training and jobs distributed throughout the category-of-jobs spectrum, and at wages above the wage standards set for the program.

One obvious finding is the stark reality of the difficulty WOW had in developing a large quantity of non-traditional jobs into which the women could be placed, and in placing women into the jobs developed. Several factors may be identified as contributing to this difficulty:

1. Unreliability of advance arrangements with employers.

   Even big companies proved subject to market pressures and sudden changes in policies and in personnel with the result that it was very difficult to work out precise and reliable arrangements from outside the company for something to take place several months away on the inside. In two instances, in one year, with almost disastrous results, two companies which had informally agreed to accept groups of women into their industry in electronics/mechanics, backed out at the last moment. WOW had already undertaken screening and selection and had embarked on the pre-training courses. These examples amounted to a loss of one half of a program year from a calendar viewpoint. Other placements had to be arranged for the group involved. Staff time which should have been directed at working with new groups of women was lost in finding placements for the thirty who had anticipated being enrolled in the industry courses. These two losses, sustained in one year, probably cut by one-half the number of participants for that year out of those who could have been served who actually were.

2. Non-replicative character of placement successes.

   Making employment inroads through the placement of a few women here and there into jobs or training programs did not necessarily mean that it became easier to make additional placements later, at least for WOW, and developing jobs in clusters was virtually impossible. Every time there were groups of women processed through construction training, placements became pretty much a matter of seeking to place individual women through a hiring hall routing or through showing up at a Federal construction site. Every time construction placements were attempted, they were new cases, for the jobs being worked on changed, the players changed, and there was no single route to take to make groupings of placements possible. An enormous amount of energy was spent in efforts to assist women to obtain construction placements in the private sector and to get them into apprenticeships. At least two EEO actions resulted from these efforts.

   Some companies appeared to be interested in filling the minimal requirements of a few women in jobs without much further commitment. WOW was able to work out arrangements for a few initial placements, in most instances the first women in the jobs. But even though some of these companies were important in the local economy, additional placements were not forthcoming. This was true with certain governmental placements as well. In 1973, for example, WOW, through a related program, was able to place a group of women at the D.C. Blue Plains Waste Water Treatment Plant as the first women waste water treatment plant operator trainees. WOW was never able to place additional women, such as the participants, at the plant.

Similarly, a few meatcutter apprenticeship placements were made with a major food retailer. In spite of repeated efforts, no additional placements were accepted with that company or with other food retailers. Three warehouses accepted a few placements, but additional placement efforts with the same establishments proved fruitless. The evidence collected does not suggest that the job performance of the women was perceptibly inferior. In sum, the program's experience suggests at least superficially that a number of the employers dealt with set a standard of "tokenism" which, once reached, shuts the door to additional women wanting in.

3. Employer resistance to qualified women.

While a large number of jobs were developed, WOW had difficulty in placing women into those jobs they were clearly eligible to handle. There were many non-traditional jobs available for which, according to the requirement of the job and the written job description, these participants were eligible. Twenty women made formal application for acceptance in some twenty-five apprenticeships and were turned down. Thirty women sought seventy jobs from which they were turned down. These jobs were actively sought, and did not amount to a mere posting of jobs and a passing of paper.

The reasons given for not hiring the women varied. First, women were sometimes told once they showed up for an interview, they should have experience in the occupation as a precondition of employment (such as two warehouse jobs, for example). Some women were told that they were competing with others (men) and did not measure up as well as those who had already had experience in the work. Sometimes employers stated the position had already been filled. There were occasions when explanations were sought by the staff and women, no explanations were given, or employers refused to talk with WOW.

4. Lack of qualifying experience.

While there were women turned down who could have managed jobs, there were also jobs which became available for which the women couldn't qualify because of inability to meet stated experience requirements. This was important in the technical economy of Washington, where there are virtually no factory jobs, for some mechanical or electronic experience, would have made the women eligible for these kinds of jobs.

5. General condition of the job market.

It was not an auspicious time in the economy, with its current high unemployment rates, to be making new inroads with non-traditional placements for women. If there had been more jobs available, the women would not have been viewed as such threats to the traditional workers by those doing the hiring. The women encountered difficulties in most, if not all, non-traditional job areas, with the exception of the technical jobs, which was a matter largely of the women not yet having the skills to be competitive with males.

The Federal government had a hiring freeze in effect which precluded women being processed through standard channels after passing the Civil Service Exam. WOW nevertheless managed to place two women, who wanted this kind of placement rather than a non-traditional jobs placement, in government.

6. Attitudes of, and relationships with, "establishment" institutions.

   WOW, as an independent women's organization was not "locked in" very strongly with the city hall establishment, industry, or unions, and so was in something of a position of a beggar with regard to receiving special assistance.

   Small women's groups are rather last on the receiving line when it comes to priority in programming, lagging behind the perceived "needs" of juveniles who are unemployed (black youths, predominantly), and male criminals. A strong role for women in city hall is just emerging and women's groups do not yet have much politicial clout. While the union hierarchy is increasingly sympathetic, they do not have much controlling influence with local unions, and so these struggles for placement, particularly in the construction trades, will likely continue.

In order to cope with some of these factors so as to increase its capability to place women in training, jobs, and apprenticeships, WOW found it necessary to become actively involved with legal actions to assist individual women and to participate at the national level with efforts to improve access of women generally to training and job opportunities.

WOW assisted women directly in one case where a group of women were summarily dismissed one day before they would have had union protection in their apprenticeships. WOW assisted other aggrieved women through referral to appropriate EEO avenues in at least two cases (both in the construction trades).

PLACEMENTS: QUANTITY

Beyond this assistance to particular women, WOW engaged in a major cooperative effort with other women's groups to have some impact on national policy through the drafting of guidelines: apprenticeships, and workers at Federal construction sites. The orders appear in the Appendix for this section of the report.

Having noted the smallness of number of placements, it is appropriate to observe that WOW did not process large numbers of women into the program, but rather started with job development first. This means that there is not, at the end of the program, a large number of women who were fully admitted into the program and never placed. It does mean, however, that fewer women were served than would have been the case if WOW could have developed more jobs.

Finally, the Job Development aspect of the program should not be measured solely by quantity of placements. For example, it contributed to the amendment of the Federal guidelines already mentioned. Women were placed in jobs where no women had been before at high wages. And the work with employers has led to the development of new programs which will be operated in conjunction with employers. These new ventures suggest an emerging employer confidence in WOW as an organization capable of working with industry to train and place women. This kind of confidence does not come overnight; it is not likely to come in the absence of an organization's capability to show it can deliver the goods.

PLACEMENTS: DESCRIPTIONS

This section affords a "tracking" of the placements, largely on the basis of information obtainable at the close of the participant's program year, as supplemented by the Follow-Up Survey of the Fall of 1977. Some aspects of the Follow-Up Survey are discussed in the section on Attitudinal Surveys. The Follow-Up Survey yielded information on jobs and job status which will appear in this section.

It should be noted that the successful terminations were more readily reached by the survey than the other terminations. Of the successful terminations enrolled in 1974, four have moved out of the area. Of those enrolled in 1975 and terminated in 1976, there were 18 successful terminations, two of whom have moved out of the area. Of those enrolled in 1976 and terminated in 1977, all have been accounted for, including one who moved out of the area in the Fall of 1977. The work status of those who moved away is uncertain, but the "moved aways" are clearly noted in the data.

In general, the tracking data suggests the absence of removal of the women from their placements because of bad performance on the job, and the apparent satisfaction of the women with their initial placements. On the first point, the bulk of the women who were successfully terminated and placed have continued in their placements, and can now be accounted for. The exceptions have exhibited a number of personal difficulties, some amounting to severe crises. Four successful terminations are now pregnant and not working, or quit in recent months to have a baby. Only one of these four can be described as having a difficult job placement (a meatcutter's apprentice), for the others were enrolled in education (two women) or in a printing establishment (one woman). The meatcutter's apprentice is attempting to be rehired in this capacity, and she is encountering difficulty. One of these is extremely obese--over 200 pounds--and has not been able to get herself together physically. All four were on welfare upon their entry into the program.

Three more successful terminations, one of whom is working, can be described as being beset with extreme personal problems. Of these three, one is currently on workmen's compensation, and may be on drugs. She lives a perfectly terrible existence. In addition to providing for her sons, she is caring for a not too reputable boyfriend, who, as a result of a shooting incident, has had both legs amputated. Another, who has been hospitalized and had a child instituionalized, has moved and cannot be located (work status uncertain). The third is working at a better-than-average but less prestigious and less well-paying job than she had with Xerox, and has had difficulty in her personal life following the return of a boyfriend who had been incarcerated.

As to the women's satisfaction with initial placements, only two of the construction placements required a second opportunity because of dissatisfaction with construction. In the electronics/mechanics placements two women who had been in industry on-the-job training for a year are now enrolled in a less pressured electronics program to make them competitive to continue in the field. They therefore like this kind of work. The third is in a different kind of placement altogether, and is one of the women previously mentioned who has extreme personal problems.

In the direct placements, only five of the remaining successful terminations required more than one placement, and four of these had two placements, and one, three. Three of the five, including the one woman with three placements, had been part of an industry RIF action which had nothing to do with the quality of the work of the women. The remaining two were

able, with WOW's assistance, to swing a second job which was much better than the first in pay, working conditions, and future benefits. These data indicate the good "fit" between the women and their jobs.

The termination discussion in the Results section affords information about excused and unsuccessful terminations. Only seven women were terminated unsuccessfully after they were placed. Two of these unsuccessful terminations had a crack at more than one type of job opportunity. Both of these had been unsuccessful in their first placement as workers and both were unsuccessful as workers in their second placement as well.

Construction

In the construction placements, twenty women were channeled through institutional training and/or public service employment training as the means of entry into apprenticeships and construction work in the private sector. Two women went into welding apprenticeships following their initial training, and one woman is currently in a carpentry apprenticeship. The other women have continued in public service employment, or general construction work in the private sector through various jobs after their initial training. Initial training wages in the construction trades are fairly generous, and public service employment at Project Build ranges from $4.50 to $5.00 an hour. The women working in private construction have done much better--$5.22 to $7.23 an hour.

There was only one unsuccessful termination in the construction training. She was obese and could not get herself in shape for employment.

PLACEMENTS: DESCRIPTIONS

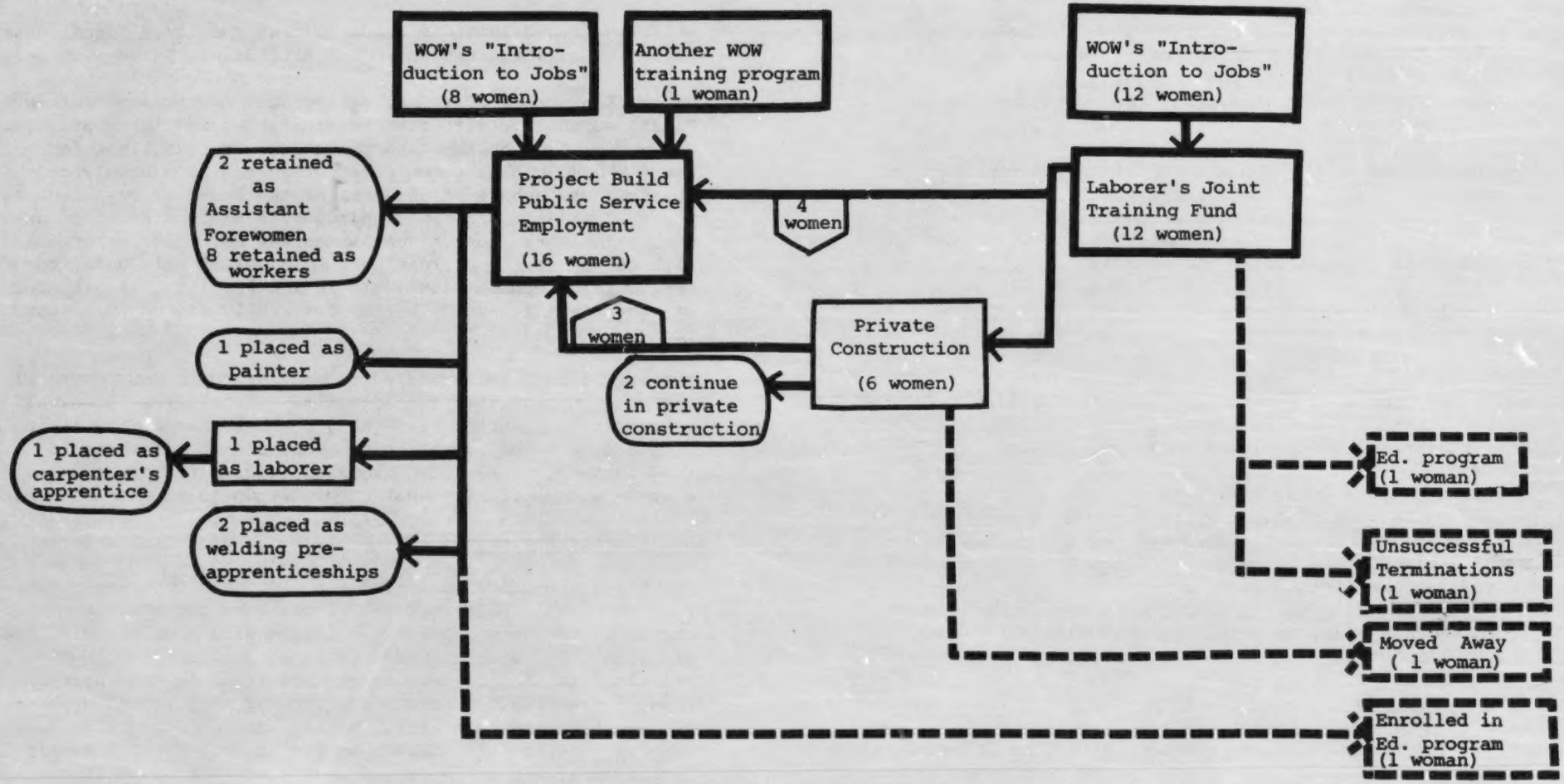
The construction process diagram, RP5, which appears on the next page, illustrates the construction placements and plots the progress of the women through the construction training avenues into apprenticeship and employment. Of the women in the Fall of 1977 still working in the construction trades, ten are at Project Build, a public service training and employment site where at least two have been made Assistant Forewomen. Six were working as of the Summer of 1977 in private construction, and three of these were apprentices. By the Fall of 1977, one of the welders had moved away; another had, after one and one-half years of working at a site, found herself in the middle of an EEO proceeding with the employer over a firing. She has since found other construction employment. A painter, employed successfully in the private sector, could not be found in the Fall of 1977, so her work status is uncertain.

The women at Project Build have found it very difficult to break into private employment. In addition to being a seasonal industry, construction is characterized by many and diverse contracting firms, clubbish unions, and hiring practices at the hiring halls which tend to favor a foreman's choosing the people he likes, many of whom may have worked for him previously. This makes for special difficulty in mastering the groundrules for obtaining and holding employment, and some of the women have experienced treatment at their employment stations and in the hiring halls which was blatantly discriminatory against them as women and as outsiders.

One surprising finding has been the fact that the women have persisted rather than giving up and pursuing other occupations. The women in construction, when asked through the Attitudinal Surveys about how they felt toward their employ-

CONSTRUCTION (JULY, 1974 - OCTOBER, 1977)*

PLACEMENTS: DESCRIPTIONS


WOW's "Introduction to Jobs" (8 women)
Another WOW training program (1 woman)
WOW's "Introduction to Jobs" (12 women)
2 retained as Assistant Forewomen
8 retained as workers
Project Build Public Service Employment (16 women)
4 women
Laborer's Joint Training Fund (12 women)
3 women
Private Construction (6 women)
1 placed as painter
2 continue in private construction
1 placed as carpenter's apprentice
1 placed as laborer
2 placed as welding pre-apprenticeships
Ed. program (1 woman)
Unsuccessful Terminations (1 woman)
Moved Away (1 woman)
Enrolled in Ed. program (1 woman)

*Date of October, 1977, illustrates "Follow-Up" Survey although the program officially ended in June, 1977.

ment, indicated that they received a great deal of satisfaction from the work and from the pay. Several indicated that while there was a lot of rough language and in some instances unpleasant sexual overtures, they really enjoyed the physical and emotional outlets the work provides.

A second aspect of the women's employment in construction is that the work outside of Project Build has largely come through contractors with Federal contracts. Federal contractors by law cannot discriminate against women who apply in good faith for available job openings. This has been an extremely important break for the women. At least two of the construction women were involved in EEO disputes: one woman who, after negotiation through the EEO process, has now become a carpenter's apprentice at the firm where she initially had trouble, and one woman, a welder, who is currently involved with an EEO case with the welding firm where she had worked for the last year and a half. She has found other construction employment while the dispute is being settled.

The new Department of Labor apprenticeship guidelines will be of great importance in improving women's access to apprenticeship. These guidelines and the EEO requirements for Federal contractors were an outgrowth of a concerted effort by WOW and other women's groups with adverse experiences to gain equal employment opportunities for women in construction work.

The one year program participation standard allowed the women to have more than one crack at training or job placements. In the construction placements, of the nineteen women processed through the maze, two of them ended up in education/training programs, one moved away, and one became an unsuccessful termination. That there was little

shifting around later is evidence that the women found certain satisfaction with this work (see Attitudinal Surveys summary).

We think a number of things may account for this performance. First, women have differing personalities and interests, just as men do, and construction placements are excellent for women who do not like the quiet, reserved, and highly non-physical atmosphere of offices, or the customer relations aspects of traditional female placements as food service workers, salesclerks, etc. Some women may not feel comfortable with the necessity of keeping themselves tightly under control within such settings. It is interesting that a number of the assaultive women were successfully placed in construction.

The pay is good and appealed to many of the women. Some of the women do not have the education required for technical or traditional secretarial jobs, or much chance of sticking with a long range education program, and therefore would find themselves precluded from such jobs. Construction was a high-pay opportunity that otherwise would not be available.

Electronics/Mechanics

The highly technical training and placement involved in electronics posed a different set of problems for WOW. None of the women who were involved in the construction training and placements had ever had experience in construction, but they had the potential of developing experience in this area through training and hard work, even if they lacked sophisticated educational skills. Even in the construction trades, however, advancement through apprenticeships is frequently difficult if the women cannot deal with math (such as geometry in carpenter's apprenticeship) and blueprint reading (in virtually all of the general construction trades).

The first problem with the electronics trades is to gain entrance into training. First, these jobs require a high degree of literacy because of the necessity of writing up diagnostic job orders and of coping with rather elaborate verbal instructions. In addition, entry to these jobs require skills in math, basic electricity, blueprint reading, and mechanics. The trainee must have high retention ability for mastering a body of technical material relating to certain types of machinery and electronic equipment. And, in addition to all this, service repairworkers in these industries must be able to deal gracefully with customers who require their services, diagnose problems quickly, and repair effectively. The achievement of equal employment opportunity for women in these trades thus requires making women equal-opportunity-competitive for entrance into the highly technical training programs conducted through industry.

1. The most highly technical training avenue WOW attempted was the Xerox endeavor, in which fifteen women, after an initial two-month study period at WOW in algebra, basic electricity concepts, and reading skills, were enrolled in a Xerox course in basic electricity. Seven of these women were from the women probationer program, and eight from a CETA component WOW operates. "Introduction to Jobs" included some initial experimentation in gauging the mechanical aptitude and level of reading and math skills of the women. On the basis of this initial review, women were chosen for the high intensity training embodied in the pre-training course.

   The Xerox training manual was used as a basis for devising content for the pre-training course: math and algebra, and electronics concepts. After the pre-training, seven probationers passed the Xerox entrance exam, and they

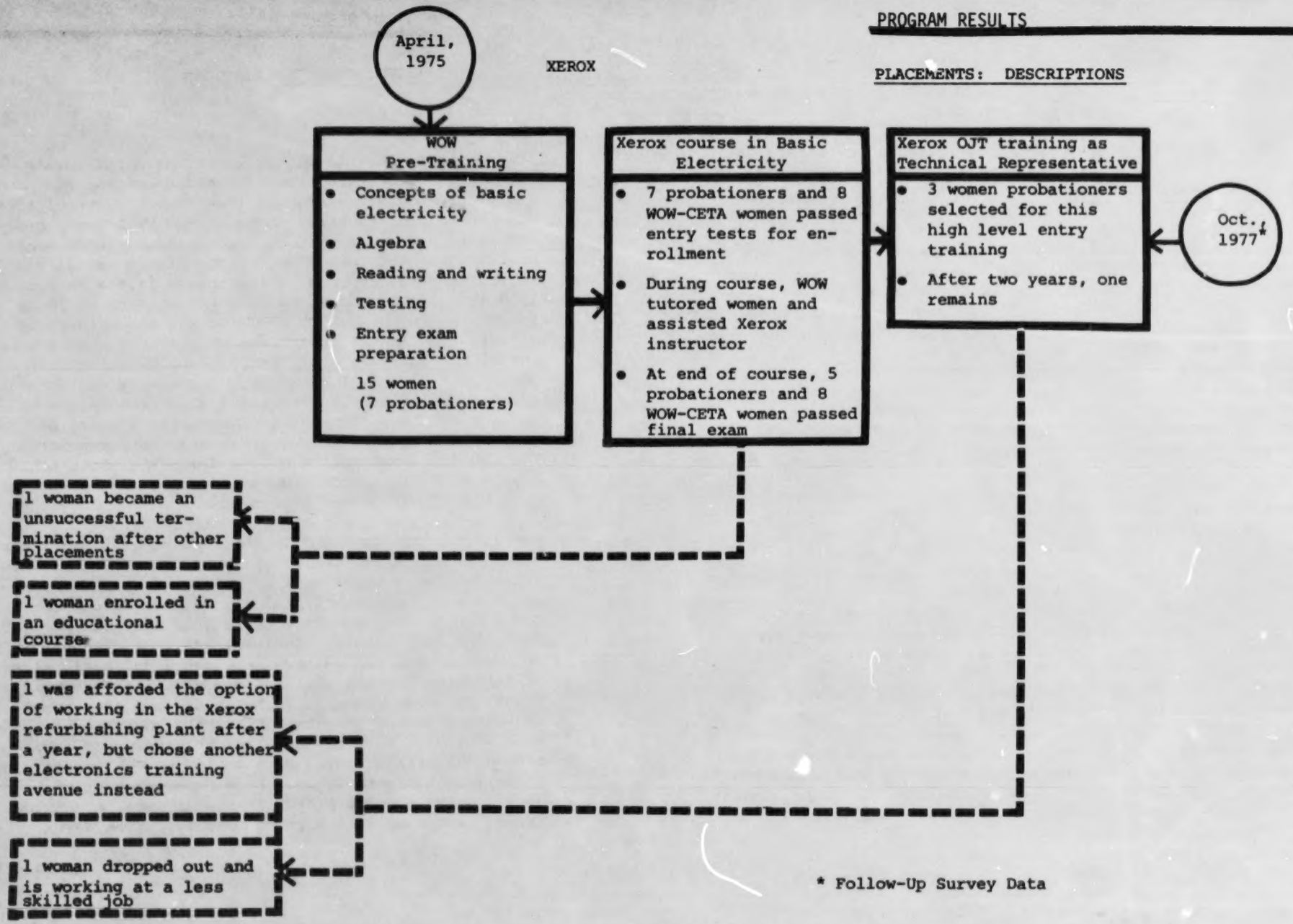
PLACEMENTS: DESCRIPTIONS

joined eight WOW CETA referrals in the Xerox course. At the end of the course, the thirteen women who had completed the course passed the final exam. Five of these were women probationers. Some of the CETA women became the first placements at the Xerox plant. Three women probationers were selected for the highly exclusive Xerox technical representative course in the Fall of 1975 which, all understood from the outset, would be extremely demanding. This course was an on-the-job course, supplemented by classroom work. Of those women, one of the three is still employed by Xerox in this capacity, at a wage of $6.25/hr. Her salary will continue to go up. One of the others was given the option of working at the refurbishing plant after a year, but she is currently enrolled in another electronics program. The third is employed in a less demanding, less well-paying job. The Xerox process diagram, RP6, on the next page illustrates these placements.

The successful woman who in the Fall of 1977 was interviewed through the "Follow-Up Survey" is doing very well after two years with Xerox as a Xerox Technical Representative. She asserts that the major handicap for women who try to move into these jobs is their lack of mechanical experience. She believes that reasonably intelligent women can master the algebra and basic electricity requirements, but the mechanical know-how is something which can only be built up from experience. She described how the instructors she encountered had to work very hard with her and the other women to develop mechanical skills, going back to the most elementary devices imaginable to acquire this experience which young boys acquire through play with tinker toys, electric trains, and simple repairs of bicycles. The Xerox

PROGRAM RESULTS

PLACEMENTS: DESCRIPTIONS


April, 1975
XEROX
WOW Pre-Training
• Concepts of basic electricity
• Algebra
• Reading and writing
• Testing
• Entry exam preparation
15 women (7 probationers)
Xerox course in Basic Electricity
• 7 probationers and 8 WOW-CETA women passed entry tests for enrollment
• During course, WOW tutored women and assisted Xerox instructor
• At end of course, 5 probationers and 8 WOW-CETA women passed final exam
Xerox OJT training as Technical Representative
• 3 women probationers selected for this high level entry training
• After two years, one remains
Oct., 1977*
1 woman became an unsuccessful termination after other placements
1 woman enrolled in an educational course
1 was afforded the option of working in the Xerox refurbishing plant after a year, but chose another electronics training avenue instead
1 woman dropped out and is working at a less skilled job

* Follow-Up Survey Data

trainers indicated they restructured the course to provide more mechanical experience in building from the simple to the complex for these women, and the course was extended timewise as well.

One feature of these placements was the winnowing out of the women along the way. It is important to do an adequate analysis of the women at the outset in terms of their potential for these jobs. The diagram illustrates that the largest "winnowing" step was right at the beginning in the job-training course. On the other hand, in spite of sophisticated testing, it is a rather difficult thing to do conclusively because of the women's extreme lack of experience. With a lead time in the classroom, one not only accomplishes the advance preparation of the women for enrollment in the industry course: it is possible to predict, on the basis of willingness to dig into unfamiliar electronics and algebra territory, not only the probable presence of capabilities, but also the ability to stick through a high pressure, difficult training period.

One thing is clear in these placements. They require an enormous investment of program energy in terms of planning and setting up an industry directed program and in undertaking the technical preparation and tutoring of the women. On the other hand, the construction trades demand staff time primarily for placements, employment disputes, and on-site reviews of work conditions.

The technical placements require close coordination with the industries involved, for everything hinges on the way the industry is set up with its training; thus one starts with industry requirements first.

This means designing pre-training differently for the different technical employers, a major planning task.

The industries involved in these programs have found that they, too, have had to make a substantial investment to make these programs work. As a result of the WOW and industry experience, WOW has developed an entirely new program of pre-training designed with the assistance of the industries affected, who have given space, instructional time, equipment, and course outlines to the WOW staff conducting the courses (see Appendix).

2. Appliance Repair

Two women were processed through pre-training into heavy appliance repair, and a third, into small appliance repair. The industries involved were major, national retail chains with substantial personnel offices and training programs of their own. The formula used was essentially that of the Xerox program--pre-training geared to industry requirements, and tutoring assistance once the industry course began for those enrolled. In heavy appliance repair, women in the industry course mix classroom instruction with experience on the road, working with a repairman filling repair orders. In small appliance repair, appliances are repaired at a plant, and therefore the customer relations and moving about aspects are missing.

Two women were placed in heavy appliance repair, and both are succeeding as of the Fall of 1977. A third, who was enrolled in a small appliance repair program, is now enrolled in another electronics-related training program. She was not fired, but she felt that she was not progressing well and therefore needed additional short-term

institutional training before continuing.

Her case, and that of one other from the Xerox course, illustrates the difficulty of these courses for intelligent women who test out well on mechanical aptitude, verbal, and math tests but nonetheless are totally inexperienced. These women are now enrolled in another electronics course being conducted through WOW as part of its new pre-training program cooperatively run with industry. They will make it, but it will take more time.

3. Automobile Mechanics

Two women went through institutional training periods before being given on-the-job training with national retail stores. WOW developed a short segment pre-training period before the institutional training in order to try to assist the women to reach a par with the men enrolled in the auto mechanics course. The pre-training formula, conducted at a service station-garage facility, afforded the opportunity for women to learn something about the parts of an engine and to do simple operations, such as changing tires. A key factor being dealt with in such placements is women's lack of experience in breaking down motors, as a result of which they cannot be competitive with men who may have broken down motors and fiddled with automobiles all their lives. After this initial period, the women who succeeded and still desired to continue were sent into institutional training and from there to on-the-job employment at major national retail stores.

Two women succeeded in entering the on-the-job training phase. One of these was successful. The other found

she just could not learn quickly enough to be at the same skill level as the others, and walked off the job. A third woman is currently (October, 1977) at an institutional training site, having completed the pre-training course satisfactorily.

Direct Placement

1. Educational trainees

Six women were enrolled at the end of their program years in institutional training or education training institutions. This excludes two women who have reverted from institutional and on-the-job training to a pre-training route through a new WOW program in basic electricity and mechanics. These two women had worked a year in institutional training and on-the-job training placements before dropping out for further pre-training instructions, and hence had been successfully terminated.

Many of the women who went through the WOW program went through a short-segment course, the content of which varied each time it was run because it was considered a pre-training avenue. The women were assisted with obtaining GEDs, passing the Civil Service Exam, and sharpening those math and verbal skills needed for certain kinds of jobs. This segment, however, has to be viewed in the context of the job placements.

The six women who were enrolled in educational institutions at the end of their program year as successful terminations were in college level programs (two women) and in GED and secretarially-related programs (four women). As of the Fall of 1977, one, who was in a secretarial program, has become pregnant. Two continue at

the college level toward degrees specializing in the computer sciences and social work, and three continue towards secretarial employment. Two of the six women had dropped out of construction training before enrolling in secretarial training programs. Two others came from the custodian placement route. Another was one of those involved in the meatcutter's dispute, and had a short stint in a warehouse job before a RIF.

Two others who chose the educational training route during their program year became Excused terminations, one because of moving away, and the other, because of pregnancy.

2. Meatcutters

Five women were placed through personnel offices as meatcutter apprentices with a major retail foodstore chain. Three of them were fired before expiration of the final period during which they were not yet protected by the Union. They report they encountered great hostility on the job and were given impossible work assignments (such as being asked to drive a truck when that was not in their job descriptions, or assigned an inordinate amount of lifting and carting heavy meats, in at least one instance without the required hard hat protection). There is a legal action outstanding in these cases.

One of the two remaining women eventually dropped out with a pregnancy (after having received a Successful termination at the end of her program year) in the Fall of 1977. Her job was very difficult to handle, and so the pregnancy may have been an excuse for dropping out. She has been interviewed, however, and plans to resume work in a few months if she can obtain placement. Nonetheless, it should be noted that women who become pregnant when employed in jobs like these often have to drop out early, for their work conditions are hazardous for pregnancy. The second woman continues to work, but she is still, she states, subjected to a great deal of harassment. Interestingly, she too likes the work (as do the construction workers with similar tales of difficulties on the job) and wants very much to continue. She is now a Journeyman and makes $8.06/hr.

3. Custodians

Six women were initially placed in custodial positions, one with a major private employer and the others with the D.C. schools. Two of these were unsuccessfully terminated, two are in school, and two remain on their jobs as of the Fall of 1977. The women resisted these positions initially because even with the favorable pay inducement, the jobs are among those which they feel Blacks have traditionally held. The jobs do entail some non-traditional features: minor repairs and painting. The two who are employed make good wages ($4.60/hr.) and will have excellent retirement benefits.

4. Warehouseworkers

Three women were placed as warehouseworkers. One of these women was part of a RIF of temporary employees and is currently enrolled in school. (She had acquired this temporary warehouse job after her firing as a meatcutter apprentice). A second, another successful termination, worked at her position for a year and a half, leaving in the summer of 1977 only because she was going through a very bad personal crisis. She is one of those women

who did not achieve a substantially different life pattern after her employment opportunity. A third continues in the Fall of 1977 at the end of two years of employment at a wage of $5.77/hr.

The warehouse jobs are largely unionized and so the wages are favorable. The conditions vary from warehouse to warehouse operation. A fully automated plant with a minimum of pushing, shoving, and lifting in filling orders involves little physical stress although good health is necessary. The other kind of warehouse is very difficult, and the woman who became part of the RIF was actually relieved, for she was developing physical problems (a broken blood vessel, back pains). There are certain gray areas in the OSHA regulations for work of this sort, for it is the cumulative bending and lifting--not the number of pounds being handled--which makes some of these jobs difficult.

5. Printing Apprenticeships

Three women were placed in the printing industry as apprentices. One of these moved away after a rather poor work record, a second is pregnant, and a third is still employed. The wages are not high. The one remaining placement is a stable employee who likes her job very much and who is studying for a GED at night in order to progress with her apprenticeship. Considering the alternatives available to her with her current education level, she feels very satisfied.

6. Secretaries

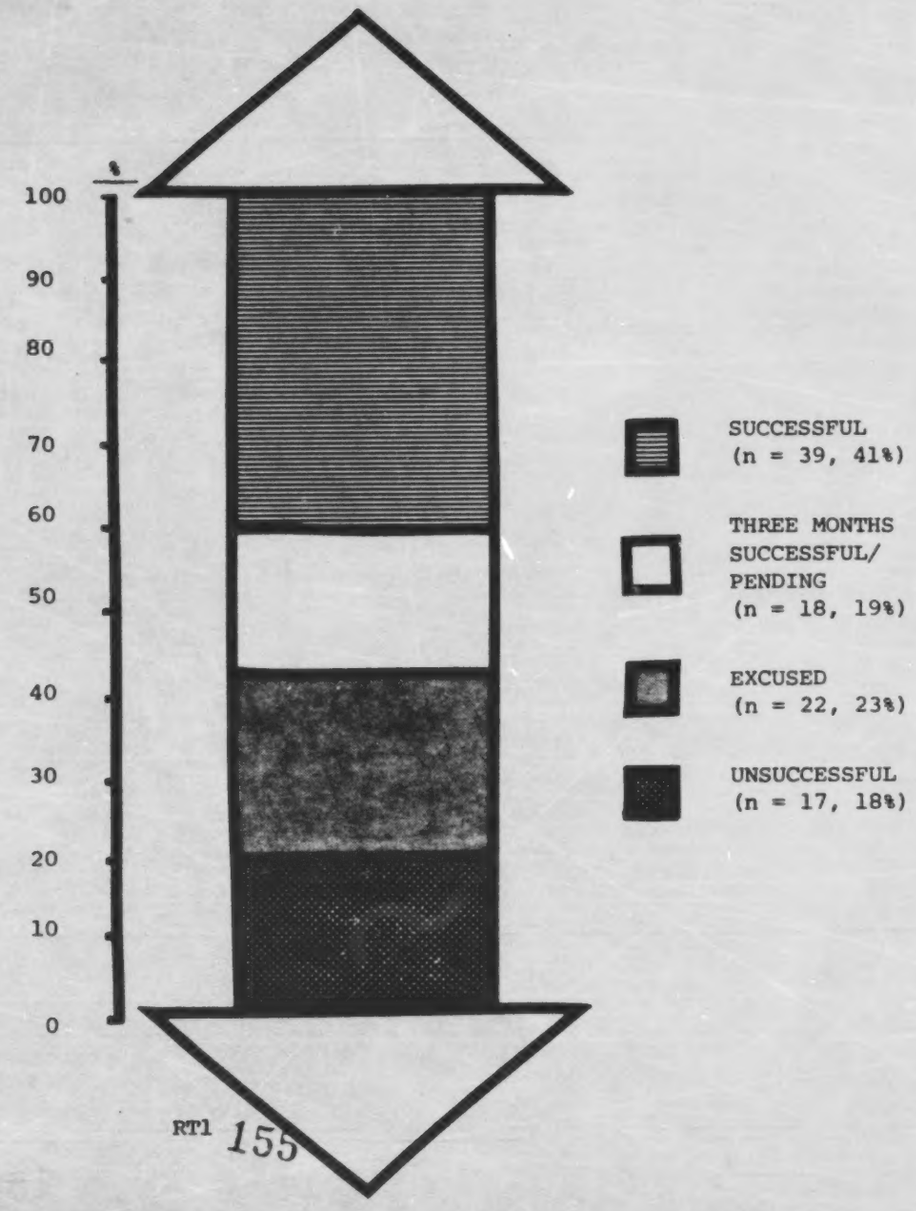
Four of those still in school are enrolled in secretarial programs as indicated earlier. Two women were working as secretaries for the U.S. government at the time of their terminations, after having passed GEDs, typing exams, and Civil Service exams. One is in a prestigious job at the House of Representatives and the other works for the Civil Service Commission where she expects to be elevated within the year into a supervisory position. Their salaries will go up and they have good benefits.

Footnotes

1. Industrial and Occupational Employment to 1985, A Projection for the Washington Metropolitan Area (District of Columbia Department of Manpower, Washington, D.C.) 1977, p. 4.

2. Ibid, p. 23.

TERMINATIONS



RT1 155

The definitions of terminations appear in the program standards which are included in the Program Profile section of the report. While a Successful Termination had to fulfill the requirement of a three month period of holding down a WOW placement in a job, training, or higher education institution, this status was not designated until the end of a participant's program year. The Successful Terminations were thus designated at the end of their program year, or three months thereafter if their placement did not occur before the ninth month.

The Three Months Successful and Pending group were those women who had not completed their program year requirement when the program ended. Five of the eighteen women so designated had not received their training or job placement at the time the program ended. The others were functioning in their placements at the time of the end of the program. These have now become "3 months successful", although they have not been terminated formally.

Those women who constitute the Excused Terminations were so designated at some time during their participation in the program for some of the acceptable good cause reasons stated in the program standards section.

The Unsuccessful Terminations did not fill the requirements for either a Successful Termination or Excused Termination status.

The discussion of the following pages reviews terminations and then turns to an examination of termination status in relation to demographic characteristics.

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TERMINATIONS: A REVIEW

Unsuccessful Terminations

In the WOW offenders program, there were seventeen unsuccessful terminations out of ninety-six fully enrolled women. Interestingly, ten were terminated unsuccessfully before their program was up, largely because of failure to participate in pre-training or job-orientation being conducted through WOW. One completed a six weeks course in construction but did not ask to be referred into another training avenue. She was exceptionally fat and could not get herself psychologically in shape in order to get physically in shape to manage physical work. Two left their training positions in automobile mechanics. Only four were terminated from their jobs as unfavorable terminations by their employers for such reasons as lack of attendance or inadequate functioning on the job. This suggests that women who have the potential of succeeding at the employment station show that potential in their earlier participation in the required job preparation period before they are placed on jobs.

The recidivism element is interesting. If "recidivism" is taken to mean sliding back into criminally oriented existence, as distinguished from rearrest, four of the unsuccessful terminations would fit this category, with two of these possibly rearrested. Of these four, two are prostitutes. One of the prostitutes sank back into this pattern before her release from a halfway house; the other, to our knowledge has not been rearrested but is plying her "trade".

A third is believed to be incarcerated, and a fourth has been rearrested; both had not been placed through the program. These two women have assaultive (with a deadly weapon) and property-related criminal histories, with a past history of two and three offenses, respectively.

Excused Terminations

The excused terminations present a rather more complicated picture. It is here that the problem of sorting out people by virtue of their unsuitability to manage a job becomes apparent. There were twenty-two excused terminations, or 23% of the program population. One of these was because of pregnancy, and she became pregnant after having received an education placement. All the remainder were never placed in their ultimate placements. In other words, their problems became apparent either very quickly or certainly within the first two or three months of enrollment.

The stated reasons for the excused terminations vary. One was excused because of a medical problem (cancer), another because of alcoholism, two because of drugs, and one woman died. One was excused because she was underage (16). Four were excused because of problems related to their being mothers of young children. (Day care was available, and women either used day care centers or relatives and friends to provide care for their children). One of these four was providing for both her own children and those of a sister who became involved with child abuse. The other three, in roles as heads of single-parent households, just could not manage full-time training and work plus the requirements of several children below school age. Two were excused because they moved to a distant state, and one of these, it is believed, has been rearrested. Ten were excused because of mental and emotional problems accompanied in some instances by low IQ. Some of these were referred to vocational rehabilitation, but others remain in the general population. It is believed that one of these ten has a new charge.

When the drug abuse, alcoholism, and various mentally disturbed categories are combined, a total of thirteen women, or 14% of the program population, were excused as simply not

being sufficiently healthy mentally to be trained or placed in demanding jobs. At least several of them had clearly marked court records indicating psychosis, and yet they were referred to this program. At a minimum, people with these kinds of problems are not suitable referrals for a highly demanding job-related program, although they could conceivably function in low pressure job placements with related support services of guardianship (if our system provided it) and therapy. The Participant Profile section indicated that women who were known to be alcoholics, drug addicts, or mentally disturbed generally were not referred into the eligible pool. Some of the one hundred and twenty-six women who received "Introduction to Jobs" services but were never fully enrolled, can also be described as having one or more of this set of problems. All of this may suggest that a sizeable percentage of the probationer population, the exact proportion still unknown, may have these problems.

A second interesting category of excused terminations is that of pregnancy (one person), and family-child related problems (three persons). It is a recurrent theme, as shown by the Follow-Up Survey which indicated that four of the successfully terminated women had left their jobs or educational placements because of pregnancy.

Three Months Successful and Pending Group

The "three-months successful and pending" grouping is not homogenous. First, there are thirteen of eighteen women who have successfully completed 3 months of their placement at the time the WOW program ended. They had not, however, been enrolled for a full year and hence were not counted as successful terminations. The "pending" group were those women who had not been placed at the time the program ended, although, presumably, they would have had a favorable chance of placement had the program continued.

This group therefore more nearly resembles the successfully terminated group than the excused or unsuccessful. It is believed by those who have studied the women that those designated "three months successful" would, if the program had continued, have completed the program year requirement. The pending group has within it at least three women who are considered difficult to place because of their long and serious criminal history.

Successful terminations

The successful terminations can be viewed more extensively through a study of their placements and progress, undertaken in the section on placements.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

One feature of the evaluation was the review of various demographic characteristics of the population of program participants in relation to the results of the program as defined by the termination status of the participants. It was felt that this review might afford some insights as to problem areas which could be identified in programming for women in non-traditional work. It was not the purpose of this statistical review, however, to have its findings reflected in a set of standards by which future job development programs may select or exclude certain women on the basis of their background characteristics.

The chart of Terminations at the beginning of this section on terminations explains the termination status of the participants in the program, a population of ninety-six (96) women, whose demographic chracteristics have been discussed in the Participant Profile section. The methodology for undertaking this statistical review is described in the Appendix. The small size of the sample severely limited what could be accomplished through this exercise. In reviewing these findings, it should be borne in mind that the "Pending/3 Mos. Successful" group is not a homogenous group. The findings follow.

Age

Chart RT2, on the following page, illustrates the age breakouts by termination group. Age of the women was found to be a critical factor in the determination of whether an individual was terminated from the program successfully or not. This appears to be related to a number of factors. The young group of women tended to have fewer children than either the middle or oldest groups. (For purposes of this discussion, the "young" age group ranges for this population is 18-24 years old, the "middle" age group range is 25-31, and the "oldest" age group ranges from 33-45.) The younger group, however, had a significantly greater proportion of their children below school age than the overall population. Likewise, a significantly smaller proportion of their children were above school age. This finding was replicated by the group of women terminated as unsuccessful terminations. This can be explained, at least in part, by the fact that the mean age of the women in the unsuccessful group was significantly lower than the mean age for the program population. In addition, the proportion of women in the age range from 18-24 is significantly greater in the unsuccessful group than for the overall sample.

Taken together, these facts suggest that young women who have children below school age have very obvious special problems, even with the presence of day care options, and are statistically risky in job training and placements.

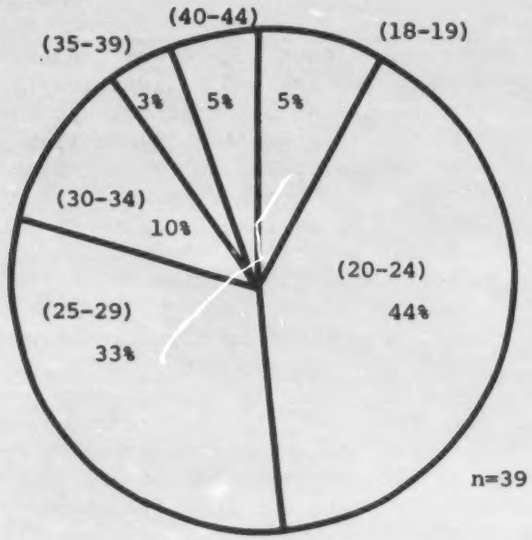
Employment History/Age

Another factor which tended to be age-related was employment history. For the purposes of deriving a reliable statistic for past work experience, measures of "lengths of time employed" and "length of time unemployed" were calculated. The total number of jobs held could not be used as a measure of employment history since someone who has held several positions for a few weeks cannot be considered to have more work experience than an individual who has held the same job for several months or years. Interestingly, "job type" was not found to be a significant factor across termination groups. The vast majority of the women had all of their work experience in either of two occupational categories; thus, there was very little variation that could be explained between groups.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

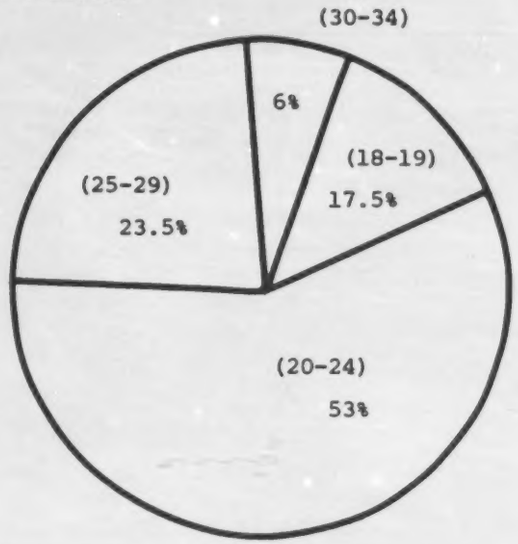
DISTRIBUTION OF SUBGROUP PARTICIPANTS BY AGE GROUPS *

SUCCESSFUL



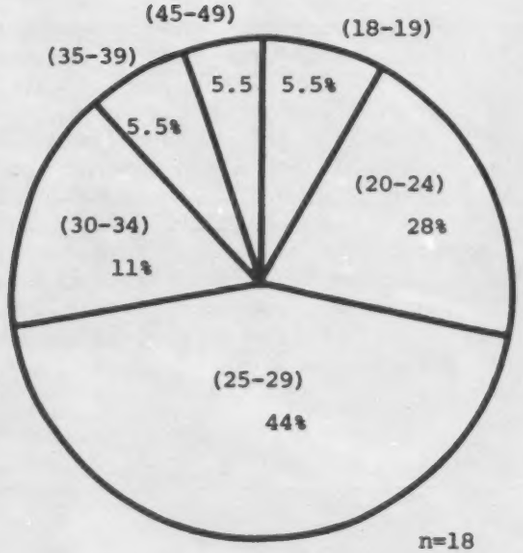
n=39

UNSUCCESSFUL



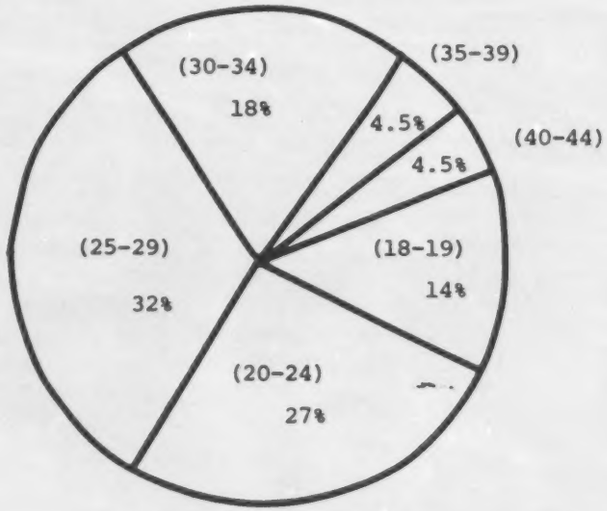
n=17

PENDING/3 MOS.
SUCCESSFUL



n=18

EXCUSED



n=22

* Age groups are in parentheses

The mean lengths of time employed and unemployed were tabulated for the three age groups and for each termination group, as well as across the population for comparison. The mean lengths of time employed and unemployed were both found to be significantly lower for the young group than the population means. In the middle "age" group, the mean length of time employed was significantly greater than the population mean, and in the older group the unemployment mean was significantly lower than for the population.[1] These results indicate that the young group spent less time employed and less time unemployed in comparison with the average amount of time that the population, as a group, spent either employed or unemployed. This is not an unusual finding, since one would expect the youngest segment of similar populations to have spent less time employed than the older segments simply on the basis of their having had fewer years to have been involved in the job market. Similarly, the time spent between the termination of one job and entering another, or the length of time spent unemployed,[2] would tend not to be as great given the lesser amount of time for which the individual was available for employment. The surprising findings are the following. One would expect, typically, the older group of women to have accumulated the greatest amount of employment time and perhaps the greatest amount of time unemployed as well, with the middle group most closely approximating the mean of the three groups. This was not the case.

The middle group had spent the greatest amount of time employed and, though not significantly different from the overall mean time unemployed, the greatest amount of time unemployed of the three age groups. Their greater length of time employed may indicate that the middle group had held a greater number of positions than the other two groups. Because time unemployed is calculated on the basis of that

period of time while someone is seeking employment between jobs, this would tend to raise the mean of the length of time spent unemployed. The mean length of time employed for the older group most closely approximated the overall mean and the mean length of time unemployed was smaller than for any other group. This finding is particularly interesting to note in combination with the fact that the older group of women had the fewest number of offenses on their criminal records of all the groups. Chart RT3 on the following page illustrates the mean time employed and unemployed by age group.

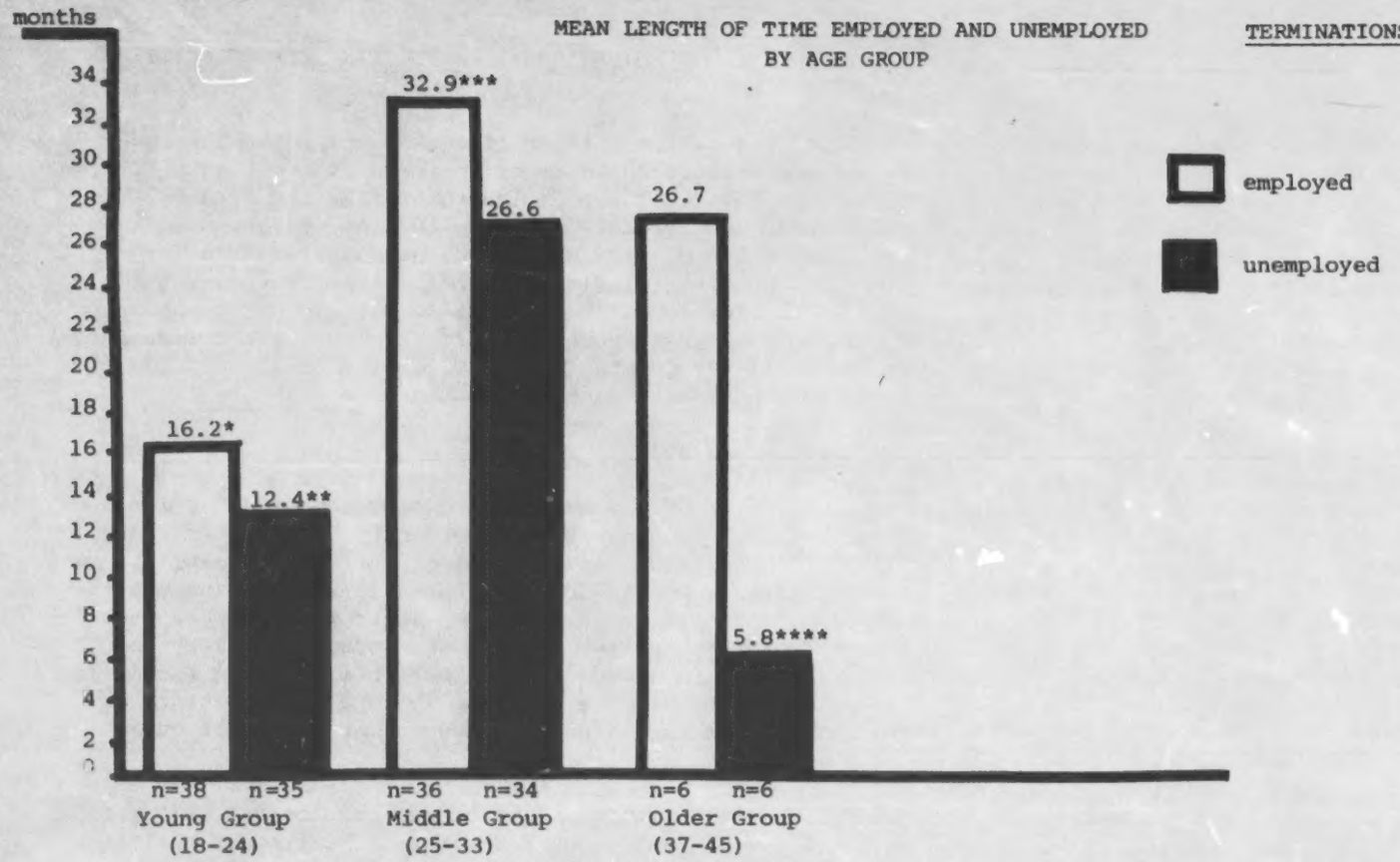
Offense History/Age

The older group of women had the fewest number of offenses on their criminal records of all the groups. One women had no known offense history and for all of the other women, the current offense was their first known conviction (unless they had been convicted as juveniles). These women appear less experienced than the two younger age groups, at least in terms of their involvement with the job market and the criminal justice system. One might be inclined to speculate on the reasons for the lesser involvement of this particular group of women.

Further investigation of their backgrounds reveal that not all of the women were occupied with the rearing of children. Three out of ten of the older women had no dependents, two had one dependent, one had two dependents, two had three dependents, and the last two women had five and seven dependents respectively. Three of the older women terminated excused with reasons varying from mental disturbances to alcoholism to serious "care" problems for their children. Half of the ten were terminated successful and the remaining two were terminated pending and three-months successful. None of this older cohort were unsuccessful terminations. Their

TERMINATIONS: PARTICIPANT CHARACTERISTICS

MEAN LENGTH OF TIME EMPLOYED AND UNEMPLOYED BY AGE GROUP



Note: The numbers of women included in the calculations of the two means for each age group varies according to the numbers for which data are available.

* significantly smaller mean time employed than program population t_{37} (.001)

** significantly smaller mean time unemployed than program population t_{34} (.001)

*** significantly greater mean time employed than program population t_{33} (.05)

**** significantly smaller mean time unemployed than program population t_{s} (.01)

TERMINATIONS: PARTICIPANT CHARACTERISTICS

greater ages and less extensive work histories have apparently not affected their receptivity to job preparation and skill development except in the three excused cases mentioned previously. As a group, this older group of women has an exceedingly high success/pending successful rate: 70% with 0% terminations. The middle group comes closest to matching this rate with 64% success/pending terminations but has 12% unsuccessful terminations. The young group trails with a combined success/pending termination rate of 53% and a 27% unsuccessful rate.

Let us turn now to examine other factors which will add to our exploration of the project results.

Source of Income

Source of income was recorded for each woman during the initial interview as to whether she received money from her employment, welfare, other sources, (e.g. family assistance, or child support payments, etc.), or some combination of the three. The population proportions were reported as follows: work, 19%, welfare, 40%; other sources, 31%; work and welfare, 1%; work and other sources, 1%; with 7% reporting that they had no income. Source of income upon entry into the program seemed to vary across termination statuses,[3] with the more successful groups (the groups terminated as successful and pending three months successful) having a greater proportion of their members receiving income (upon entry into the program) from their employment and fewer on welfare, as illustrated in the table on this page. The percentages of women receiving "other" sources of income, double sources, and no income seem fairly comparable across groups.

PERCENTAGES OF PARTICIPANTS BY SOURCE OF INCOME ACROSS TERMINATION GROUPS*

	Work	Welfare	Other	Work and Other	Welfare and Other	No Income	% Totals
Successful	31%	28%	33%	0%	3%	5%	100%
Pending/ 3 mos. Suc.	20%	35%	30%	0%	0%	15%	100%
Excused	9%	59%	27%	5%	0%	5%	100%
Unsuccess-ful	7%	47%	40%	0%	0%	7%	100%
Population	20%	40%	31%	1%	1%	7%	100%

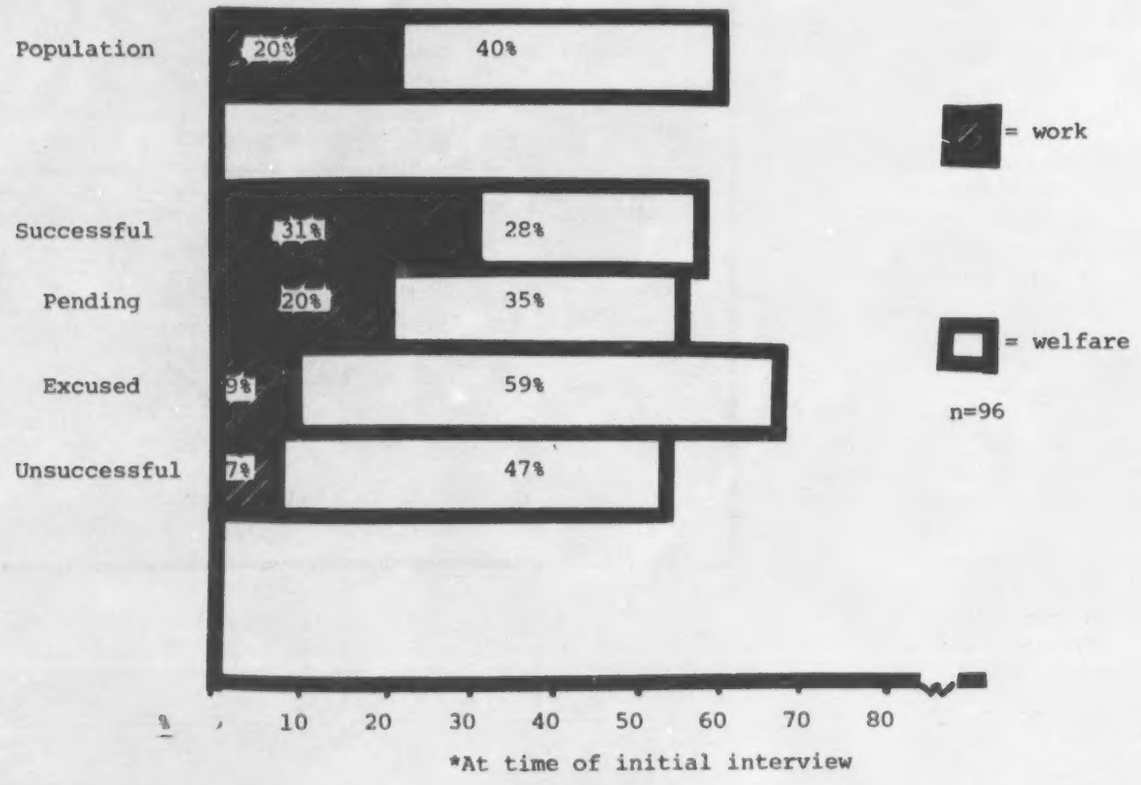
*At Time of Initial Interview

RT4

TERMINATIONS: PARTCIPANT CHARACTERISTICS

The bar chart below illustrates graphically, with two source of income breakdowns, the comparison of the percentage of women working and on welfare across termination groups. One can see quite readily the distinction between those women who worked and those women who were on welfare in the termination breakouts.

COMPARISON OF PERCENTAGE OF WOMEN WORKING AND ON WELFARE ACROSS TERMINATION GROUPS*



*At time of initial interview

TERMINATIONS: PARTCIPANT CHARACTERISTICS

Another means of comparing this data is to look at the percentages of women with a given source of income and determine how they were terminated, as illustrated in the table on this page. Again, it becomes evident that the group of women who were working at the time of their initial interview were much more likely to complete the program successfully than those on welfare, those receiving other sources of income, or those receiving no income. From the working group of women, 83% terminated successfully or pending/3 months successful as compared to 47% of the women on welfare, 63% of those with other income, and 72% with no income. These results seem quite logical when one considers several factors. First, individuals who are able to obtain even a minimal income without having to go to work may be less likely to be eager candidates for a job development program than those who have no income at all. Women who were already working at menial and low-paying jobs seem to be good risk candidates for skill development-training programs designed to improve their economic standing. While the latter two groups showed greater promise as job development participants, it should be kept clearly in mind that all groups had substantial proportions of successful/pending/3 months successful terminations. Chart RT7 on the next page illustrates the percentages of women by termination status across sources of income.

PERCENTAGES OF WOMEN BY TERMINATION STATUS ACROSS SOURCES OF INCOME*

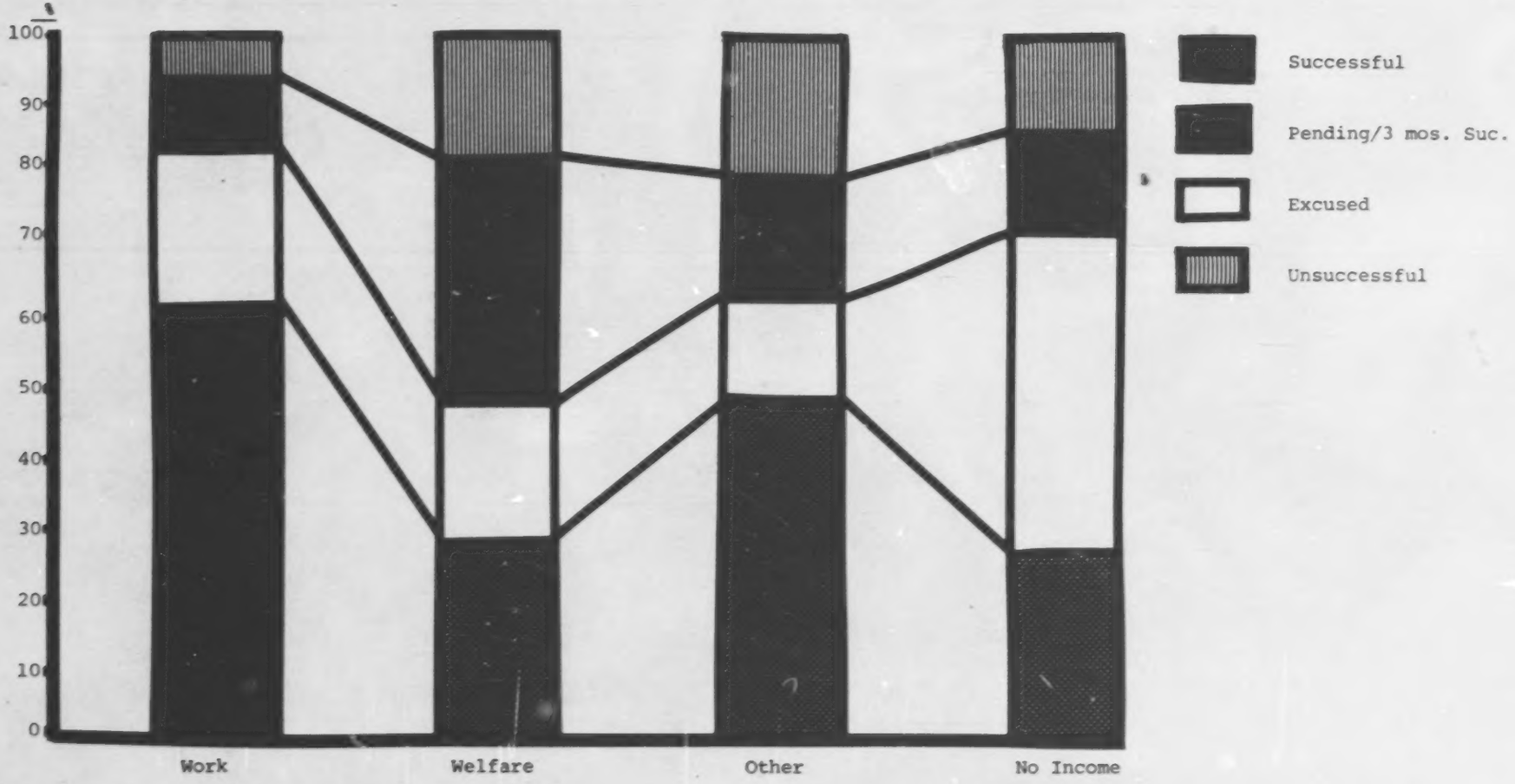
	Successful	Pending 3 mos. Suc.	Excused	Unsuccessful	% Totals
Work (n=18)	61%	22%	11%	6%	100%
Welfare (n=83)	29%	18%	35%	18%	100%
Other (n=30)	43%	20%	17%	20%	100%
Work and Welfare (n=1)	100%	0%	0%	0%	100%
Work and Other (n=1)	0%	0%	100%	0%	100%
Welfare and Other (n=1)	100%	0%	0%	0%	100%
No Income (n=7)	29%	43%	14%	14%	100%

*At time of Initial Interview

RT6

TERMINATIONS: PARTICIPANT CHARACTERISTICS

PERCENTAGES OF WOMEN BY TERMINATION STATUS ACROSS SOURCES OF INCOME*



* At time of initial interview

RT7

Income/Time Employed, Unemployed

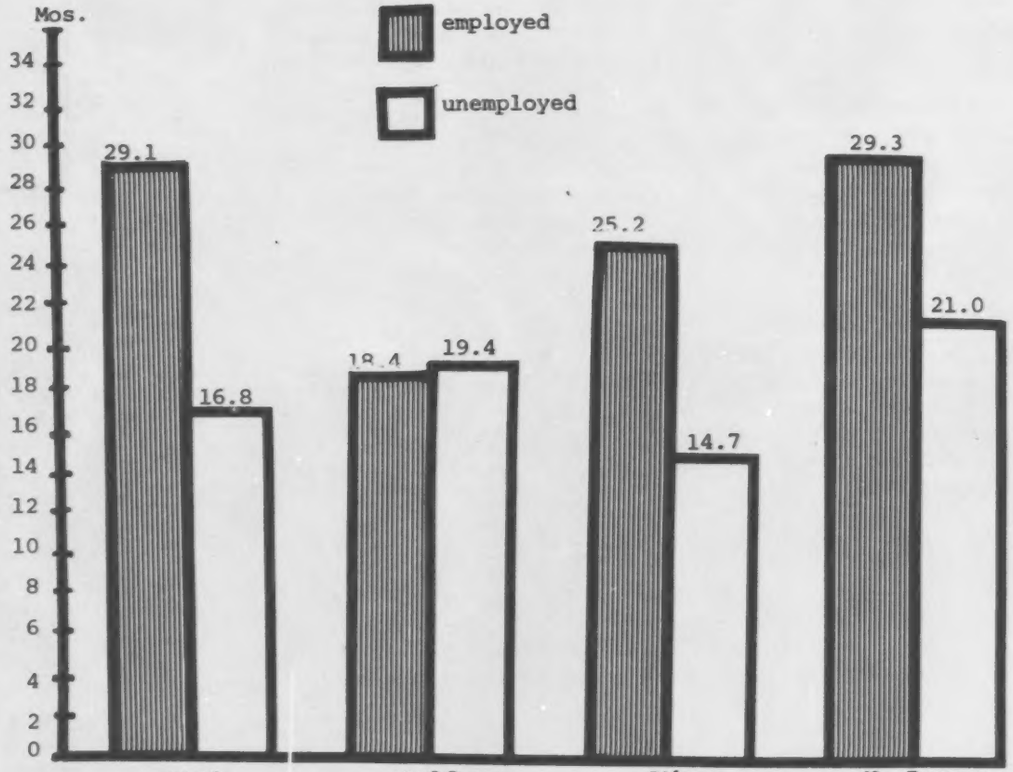
Cross comparisons of income by mean lengths of time employed and unemployed produced some interesting results. The women with no income at the time of the initial interview had the greatest mean time employed, followed closely by the women receiving income from their employment; next came the women receiving "other" sources of income, and finally women on welfare. The graphic presentation on this page presents the comparisons between mean lengths of time employed and unemployed by the four main sources of income. The mean length of time spent unemployed as a proportion of the mean length of time employed by source of income is illustrated below:

MEAN LENGTH OF TIME SPENT UNEMPLOYED AS A PROPORTION OF THE MEAN LENGTH OF TIME SPENT UNEMPLOYED	
Work	58%
Welfare	105%
Other	58%
No Income	72%

RT8

The results indicate that the women on welfare spent 105% as much time unemployed as they spent employed; women with no income spent 72% as much time unemployed as employed, followed by women receiving income from work, and from "other" sources who both spent 58% as much time unemployed as employed. The women who were

COMPARISON OF MEAN LENGTHS OF TIME (IN MONTHS) EMPLOYED AND UNEMPLOYED BY SOURCE OF INCOME*



*At time of initial interview

RT9

working at the time of the initial interview have a greater amount of time invested in employment that either the women on welfare or those receiving "other" sources of income. They also have spent a smaller percentage of time unemployed than the latter two groups.

The women who were not receiving any income had a slightly greater mean time employed than the working women but had also spent a substantially greater proportion of their time unemployed than the former two groups. Women receiving "other" income had a somewhat smaller mean time employed than either of the two previously mentioned groups, and, similar to the working women, had spent only a little over half as much time unemployed. Finally, the women on welfare not only had a much lower mean time of employment than their counterparts, but as a group, had actually spent more time unemployed than working.

If previous employment is a relevant indicator of future success in the job market, as many studies and business hiring policies would tend to indicate, then these findings are pertinent. Women with longer periods of steady employment may well tend to perform in other job settings with greater success than their peers who have been employed for shorter periods.

Time employed, unemployed/termination status

Chart RT11 on the next page provides comparisons of mean lengths of time employed and unemployed by termination status. The ratios of those means by termination status is illustrated in the table at the top of the next column.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

RATIO OF MEAN TIME UNEMPLOYED TO MEAN TIME EMPLOYED BY MEAN TERMINATION STATUS

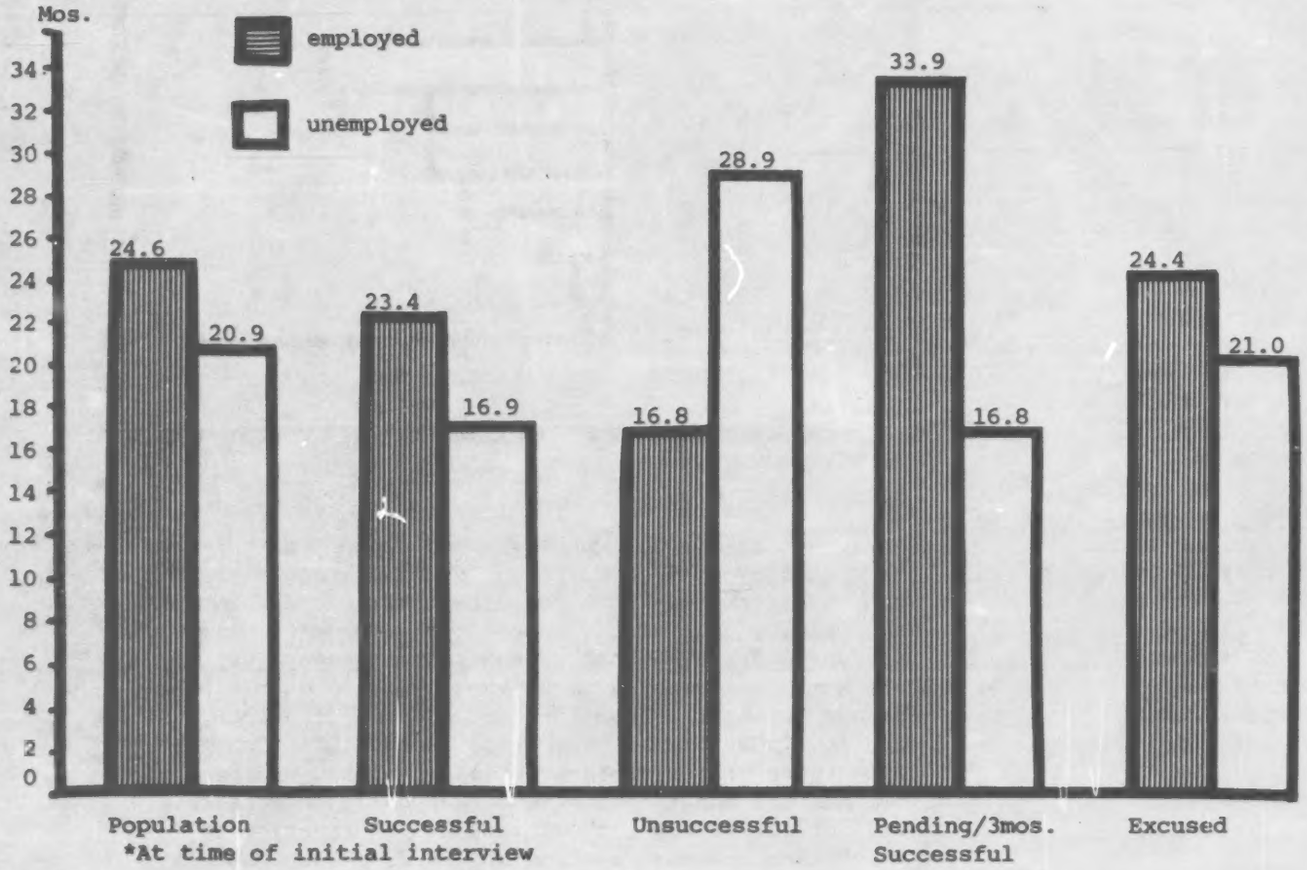
Population	85%
Successful	72%
Unsuccessful	172%
Pending/3 mos. Succ.	50%
Excused	86%

RT10

The results indicate that the pending/3 mos. successful group has the greatest mean for time employed and the smallest mean for time unemployed. Its ratio of time unemployed to time employed was 50%, the smallest of all the groups. This reveals that this group spent twice as much time employed as unemployed. The next greatest mean time employed was for the excused group. This group also had second to the largest mean time unemployed, the latter mean making up 86% of the former. The mean time employed for the successful group was only a little smaller than for the excused group and the time unemployed was considerably less. The ratio of these two means equals 72%. Thus, this group of women were employed one and a third time as much as they were unemployed. The last group was the unsuccessful group. This group had the smallest mean time employed which was quite a bit smaller than for any of the foregoing groups. Its mean time unemployed was also much greater than for any other group with its unemployment/employment ratio at 172%. This indicates that, as a group, the unsuccessful women spent almost one and three/quarters the amount of time unemployed that they spent employed.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

COMPARISON OF MEAN LENGTHS OF TIME EMPLOYED AND UNEMPLOYED BY TERMINATION STATUS*



*At time of initial interview

These findings provide some substantiation to the hypothesis which we posited earlier that women with longer (and steadier) periods of previous employment tend to perform in subsequent work settings with greater success than those with lesser work experience. We might add that women with greater periods of time spent unemployed also tend to perform less successfully in subsequent work-related settings. It is this group of women who are most in need of pre-training preparation. This is the cohort least prepared to meet the demands and pressures of the business world. As a whole, the program population has not had a very extensive involvement in employment. While it is true that this is basically a "young" population, and even taking into account the fact that 76% of the women have been involved in raising a family, the mean lengths of time employed are quite short. In consideration of all these factors, the rate of success for this project is quite an accomplishment. It is probable that this success rate is best explained by the intervention of the program in the lives of the women.

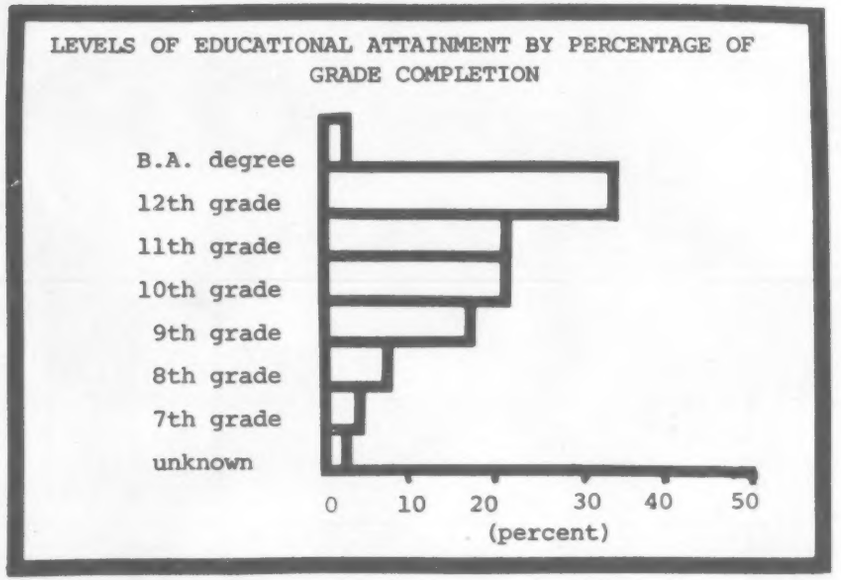
RT11

Educational Attainment

Returning to the problem of why these women have not managed to have acquired greater employment backgrounds, it seems appropriate to introduce an area which heretofore has gone unmentioned, educational attainment.

The educational attainment levels for the program population ranged from completion of the seventh grade through completion of a bachelor's degree. Slightly over a third of the women completed the twelfth grade,[4] while 65% of the women dropped out of school before the twelfth grade. The graphic chart on this page, Chart RT12, illustrates the proportional breakdowns of women having completed their education at each grade level.

Reasons for dropping out of school were examined by grade level and by termination status. Chart RT 13/14 on the next page illustrates these findings. Since participants were not questioned as to why they did not complete their high school education, the precise reasoning behind their decisions is not available for investigation. After some inspection of the data, however, there emerged two distinct trends. For a great many of the women who had dropped-out, teenage pregnancy loomed as a conscicuous, though not conclusive, causative or at least precipitative factor in their decision. For the other school dropouts, there was no clear basis on which to make conjectures as to what transpired.[5] In order to arrive at statistics for teenage pregnancy, as a possible reason for dropping out of school, the ages of the women with dependents were compared against the age of their eldest child. When the eldest child's age and the approximated age of the women at the grade level at which she dropped out were equal, then the women were counted among those with "imminent pregnancy" as a reason for having left school.[6]

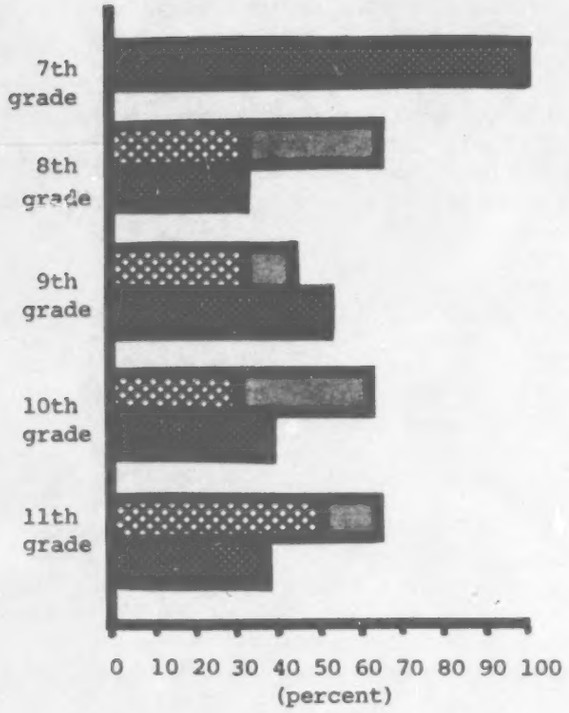


RT12

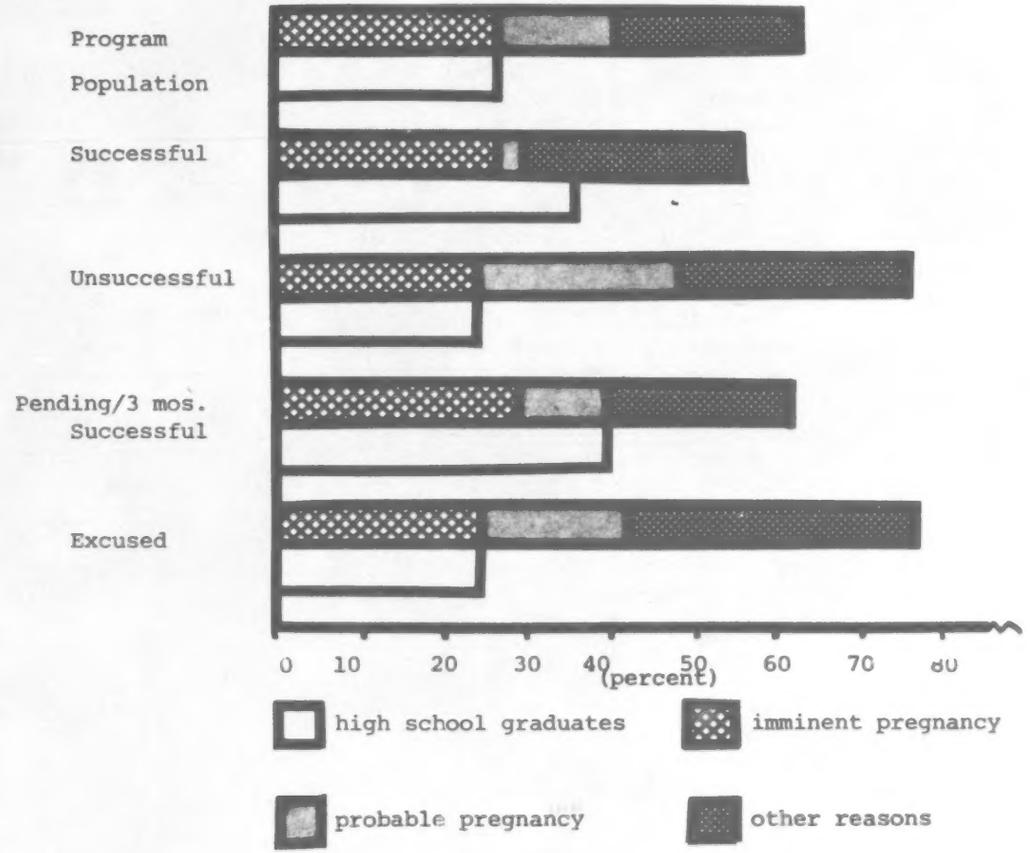
A second category of women who had dropped-out of school was tabulated by again comparing the woman's age with that of her oldest child. When the oldest child's age and the approximated age of the women at the grade level at which she dropped-out and one to two years' leeway[7] were equal, the woman was counted among those with "probable pregnancy" as their reason for dropping-out of school. The remainder of the women whose ages did not compare with those of their eldest child in either of these two manners and the women who have no dependents but did not finish high school were lumped together to form the "other reasons" section of the drop-out rates.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

REASONS FOR HIGH SCHOOL DROP-OUT RATES BY GRADE LEVEL ATTAINMENT



COMPARISON OF EDUCATIONAL ATTAINMENT AND SCHOOL DROP-OUT RATES WITH HIGH SCHOOL GRADUATES BY TERMINATION STATUS



RT13/14

Education/Time Employed, Unemployed

Educational attainment, not surprisingly, is a highly pertinent factor in subsequent work histories and job placements. The grade level achieved is apparently related to the length of time one spends employed and, more particularly, the length of time unemployed. Chart RT15, which appears on the next page, illustrates this finding. Mean times employed and unemployed were calculated across grade levels. Significant differences were found between the mean time employed for the seventh and ninth grades. Both means were significantly lower than the population mean for length of time employed.[8] No other grade levels had means which were significantly different from the population means for length of time employed (24.4 months, and 20.9 months respectively). This finding suggests that persons who have attained a very low educational grade level will tend to spend less time employed than those who have higher educational attainments. The chart suggests a sort of stair-step effect with length of time employed increasing by increments as one approaches completion of high school, and, conversely, a reverse trend with the lengths of time spent unemployed tending to decrease as the level of education attainment increased. Significant differences were found between the mean length of time unemployed for the seventh, ninth, tenth, eleventh, and twelfth grade levels when recalculated means were used for the computations for the eleventh and twelfth grade levels (see note for recalculations which appear on the chart). The means for the seventh grade level was significantly greater than the population mean; ninth, tenth, eleventh, and twelfth grade level means were found to be significantly less than the population means for length of time unemployed.[9]

TERMINATIONS: PARTICIPANT CHARACTERISTICS

Obviously, the greater one's educational attainment, the wider the range of highly technical job and training options available. Nonetheless, those women without high school grade level attainment were afforded a much broader range of training and job options than would be the case if they were confined to traditional female employment options.

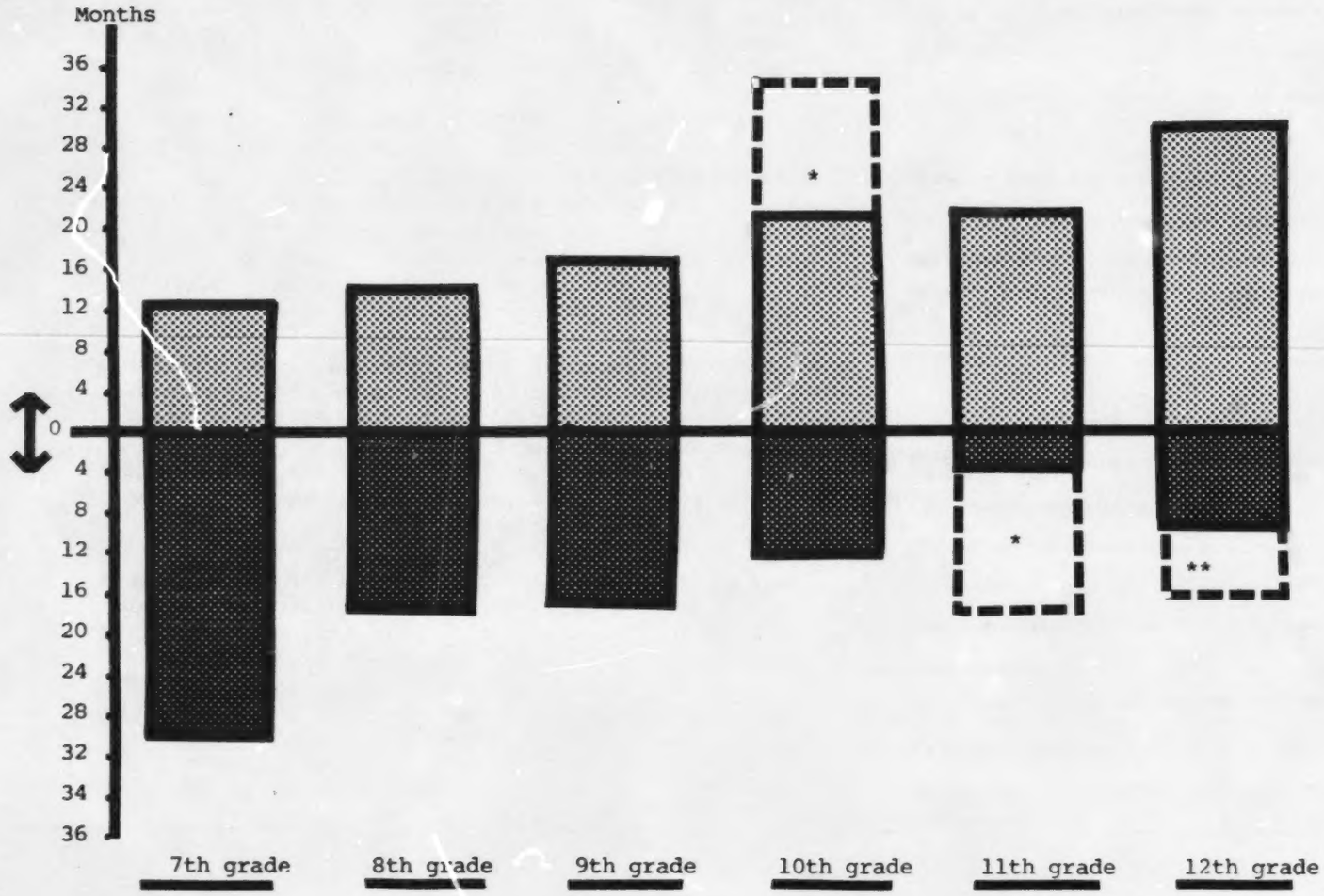
Offense Histories

The final area which requires attention is that of the women's offense histories. Three main factors were considered in this evaluation: total number of offenses committed, seriousness of offense(s), and type(s) of offense(s).

Offenses: Number

All of the women in this population except one had been convicted of at least one offense. Some women had as many as five offenses--the greatest number of offenses recorded for any woman.[10] For 70% of the population, the offense which placed them in the WOW program referral pool was their first conviction; 19% had two offenses, 7% had three, 1% had four, and 2% had a record of five offenses. One woman, 1%, had no prior offense history upon her entry into the program. The termination groups did not have proportions significantly different from the population with two exceptions. Women terminated as unsuccessful had a greater proportion of women in the category of two offenses, and the pending/three months successful group had a greater proportion of women in the category of three offenses than did the program population.[11] Chart RT16/17, next text page, illustrates actual group proportions.

GRADE ATTAINMENT BY MEAN LENGTH OF TIME EMPLOYED AND BY MEAN LENGTH OF TIME UNEMPLOYED



employed

outliers

* Mean time employed, recalculated to exclude 10th grade:
mean time employed--32.7 mos. n=14

mean time employed--20.2 mos. n=11

unemployed

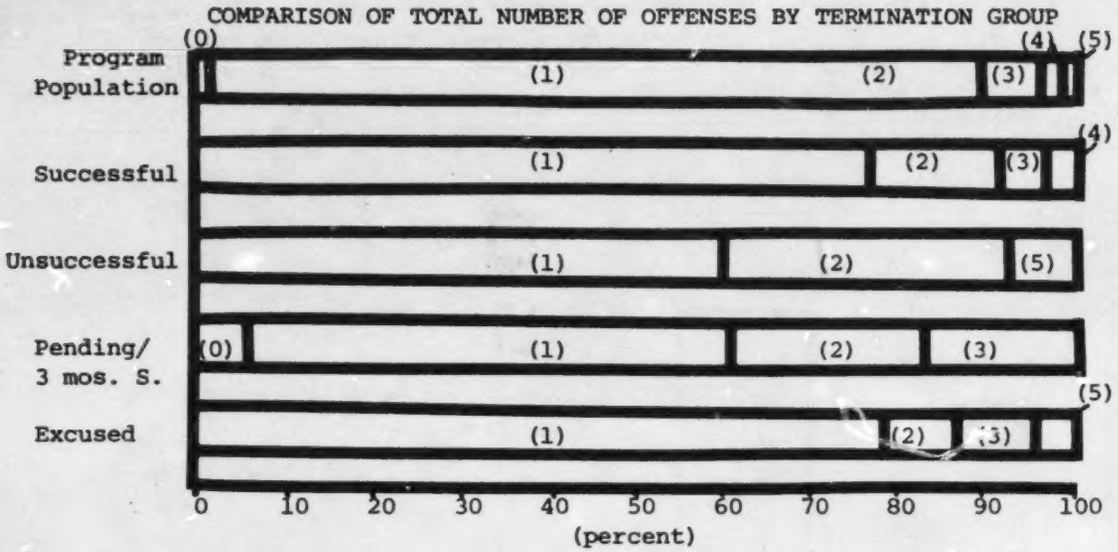
outliers

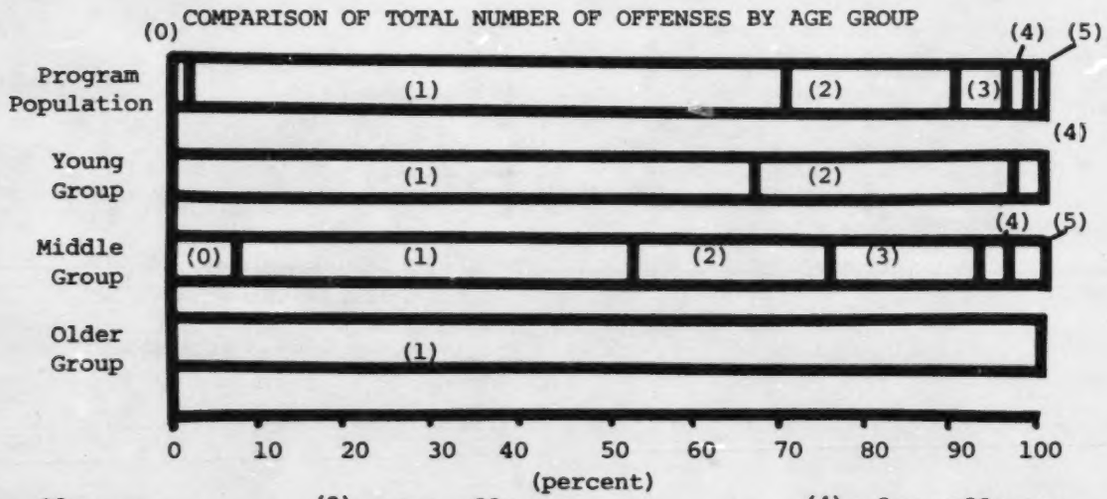
* Mean time unemployed, recalculated to exclude one outlier.
11th grade: mean time unemployed--17.6 mos. n=17

Mean time unemployed--5.1 mos. n=16

** Mean time unemployed, recalculated to exclude three outliers.
12th grade: mean time unemployed--17.3 mos. n=30
mean time unemployed--10.6 mos. n=27

TERMINATIONS: PARTICIPANT CHARACTERISTICS



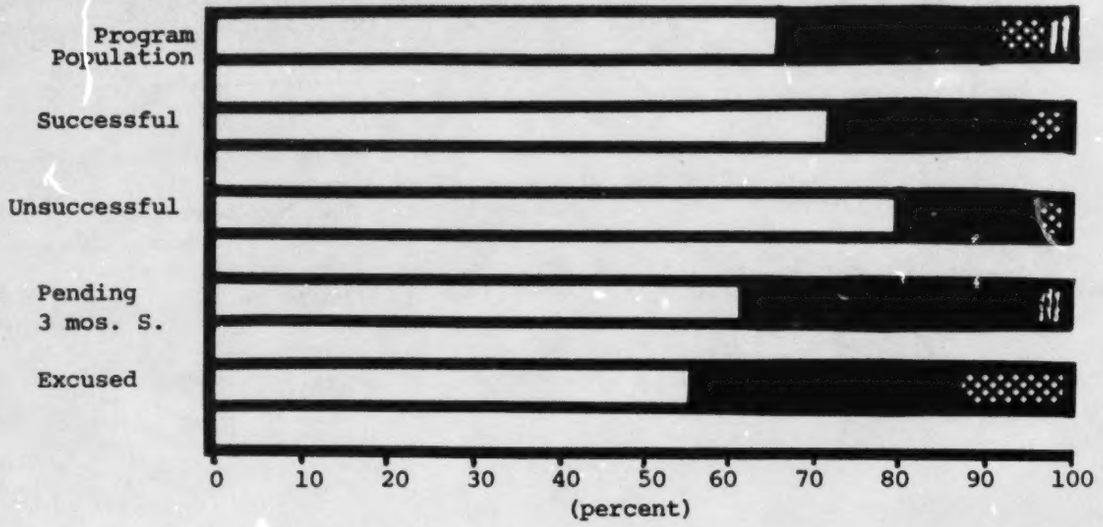


(0)= no offenses (2) = two offenses (4)= four offenses

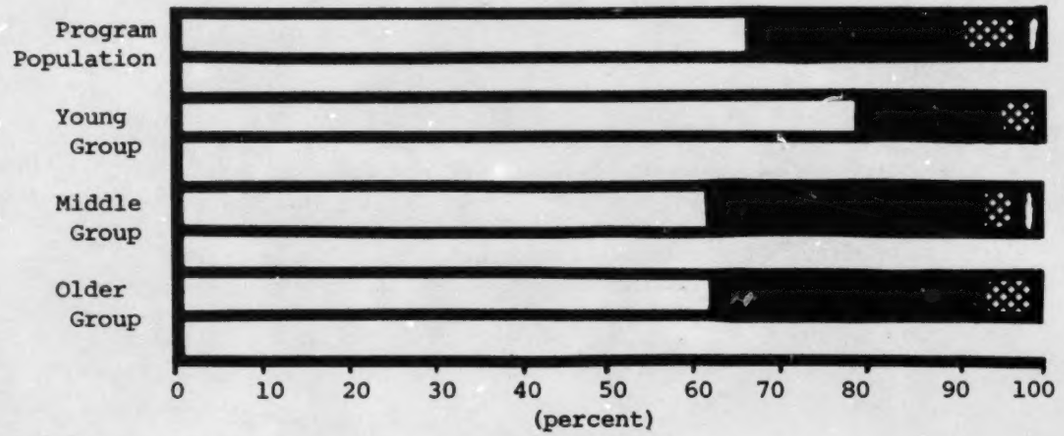
(1)= one offense (3) = three offenses (5)= five offenses

Across age groups the total number of offenses separated along the following proportions: (1) the group aged 18-24 had a 67/33 split on proportion of single offense records versus two offense records plus one record of three offenses; (2) the group of women aged 25-30 had a 53/57 split on proportion of single offense records versus multiple offense records (eight) two-offense records, six three-offense records, one four offence record, and two five offense records); (3) the last group aged 31-45 had a 7/9/30 split on proportion of no offenses, to single offense records, to records of several offenses. From this examination of offense records it seems plausible that frequency of activity in crime is age-related. The oldest group of women referred to the program had the smallest number of offenses on their records, followed by the young group of women, and finally the middle group had the greatest proportion of multiple offense records. A significantly greater proportion of the young women had two-offense records than the population proportion. The middle group had a significantly smaller proportion of women with single-offense records than did the population as a whole. The older group had a significantly greater proportion of women with single offense records than did the population.[12] Thus, both the younger and older women tended not to have been involved in the court system as frequently as the middle group.

COMPARISON OF THE SERIOUSNESS OF THE OFFENSES ACROSS TERMINATION GROUPS



COMPARISON OF THE SERIOUSNESS OF THE OFFENSES ACROSS AGE GROUPS



misdemeanors

felonies

civil cases (child neglect)

no offense

*proportion of misdemeanor offenses is significantly smaller in the excused group than the proportion of misdemeanor offenses for the program population.

**proportion of misdemeanor offenses is significantly greater in the young group than the proportion of misdemeanors for the program population.

RT18/19

TERMINATIONS: PARTICIPANT CHARACTERISTICS

Offenses: Seriousness

A similar phenomenon occurred upon examination of offense seriousness across age groups. Seriousness of offense was recorded in terms of the Court's designation of each case as a felony, misdemeanor or civil case. A felony is considered more serious than a misdemeanor under criminal law. Civil cases are not tried under the same legal statutes and are not considered criminal offenses. All of the eight civil cases in the program were child neglect cases.[13] The population proportions were 67% misdemeanors, 25% felonies, 7% civil offenses, and 1% no offenses. Only one of the termination groups were significantly different from the population. The excused group had a significantly smaller proportion of misdemeanor offenses[14] (for actual group proportions see the chart on this page). Comparing across age groups, the only proportion significantly different from the population proportions is the percentage of women with misdemeanor offenses in the young group. This proportion is significantly greater than the population proportion[15] (see chart).

The successful group most closely approximates the program population's seriousness of offenses distribution. While not statistically different, the unsuccessful group had the greatest proportion of misdemeanor offenses, followed closely by the successful group. Both groups had greater proportions of these less serious offenses and smaller proportions of the more serious felony offenses than did the population as a whole.

The pending/three months successful and the excused groups had lower proportions of misdemeanors and higher proportions of felonies than the program population figures. The excused group led in the proportion of child

neglect (civil) cases at 13% followed most closely by the unsuccessful group with 11%. The successful group had 6% civil cases and the pending/three months successful group had 0%. This latter group was the only group which had even a small proportion of its records with no offense (and this was limited to one woman).

The finding that the successful group was one of the two termination groups which had a greater proportion of misdemeanors and a smaller proportion of felonies than the overall population is not particularly surprising. Many studies in the criminal justice field would tend to support the finding that individuals who have been extensively involved in crime meet with very minimal success in the job market.[16] This is partly due to the fact that individuals with court convictions or even with arrest records find it more difficult to obtain employment than persons without an offense history. Another theory indicates that persons who have a long history of involvement with crime do not make steady, dependable employees, preferring sporadic ventures in criminal activities to generate their incomes (especially males). That the successful group was not extensively involved in crime was not unexpected; that the unsuccessful group also had a greater proportion of misdemeanors and a smaller proportion of felonies than the population seems somewhat unexpected. When examined in connection with the results across the age groups, however, this is less surprising. As discussed before, the unsuccessful group had no women above the age of thirty, and the median age was twenty-two. The young group had significantly greater proportions of misdemeanors than the population. Since the unsuccessful group was made up entirely of women from the young age group, the finding is consistent. Young women have not had as many years to have been involved in criminal

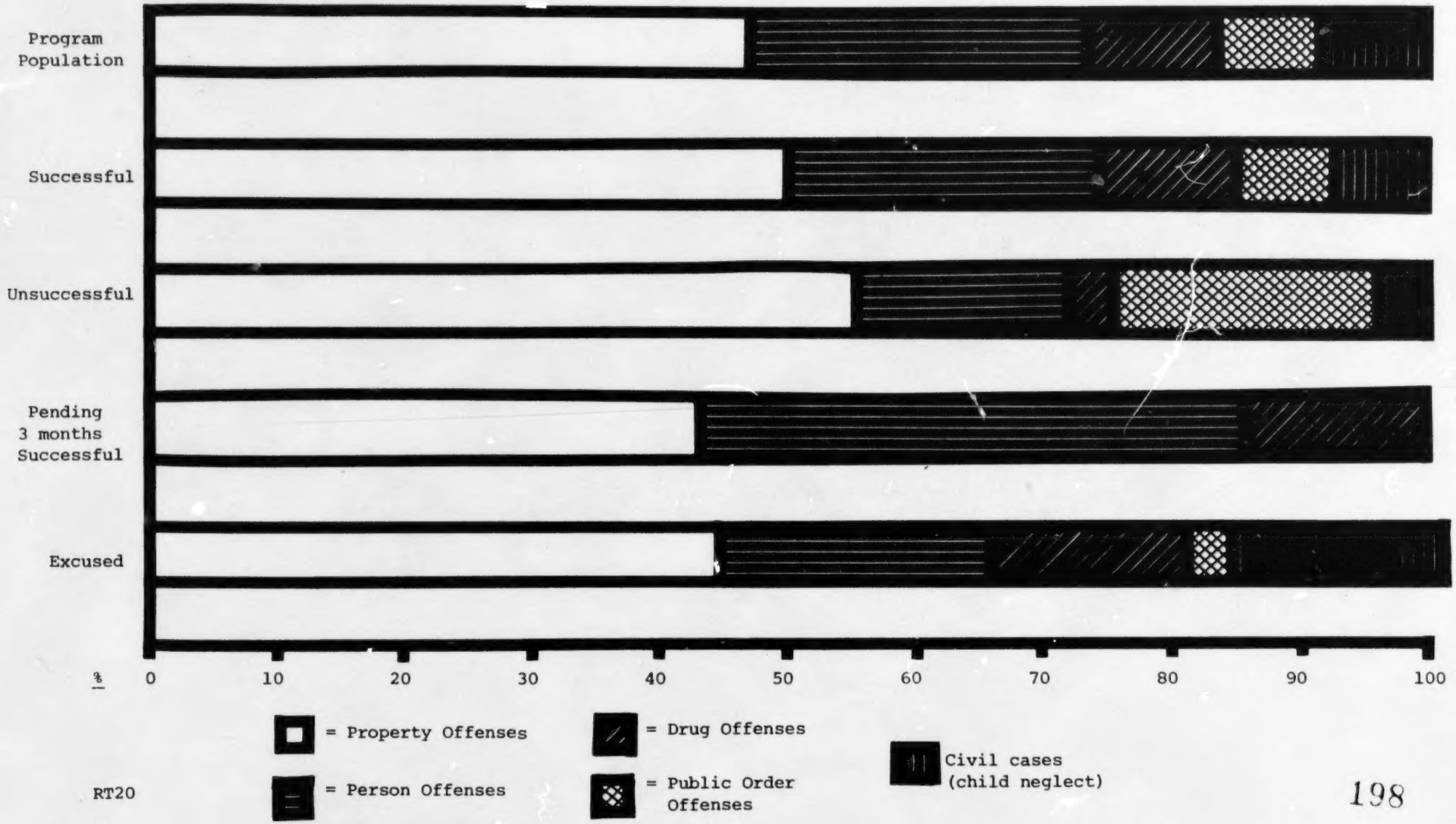
activities (or at least to have them recorded on their adult records) as either the middle or older age groups. Also, 76.5% of the women in the unsuccessful group had children, the majority of whom were below the age of six. Judging from the Attitudinal Surveys, children are a very important reason for keeping oneself from extensive involvement in criminal activities (see Attitudinal Surveys sub-section as part of the Program Participants section). The successful group had a comparable proportion of women who had children (79.5%) but the majority were above the school age. Perhaps this finding suggests some relationship between the age of one's dependents and one's involvement in crime.

Offenses: Type

Another aspect of the offense histories which was examined was type of offense. The program population had an offense make-up which was 48% property, 26% person, 10% drug-related, 7% public order, and 8% civil. Five percent of all the public order charges were for prostitution.

Comparing across the termination groups, there are several statistically significant differences in offense types. The successful group proportions are not statistically different from the population. The unsuccessful group has a significantly greater proportion of public order offenses, the pending/three months successful group has a significantly greater proportion of person offenses, and the excused group a significantly greater proportion of child neglect charges than the population as a whole.[17] The chart on the next page, chart RT20, gives the specific proportions of charge categories by termination group.

COMPARISON OF OFFENSE TYPES BY TERMINATION GROUPS



RT20

197

198

In all but the unsuccessful group the largest categories of offenses are the person and property crimes. The two largest categories in the unsuccessful group are the property and public order offenses. Property offenses are the most common of all offenses according to most national crime statistics.[18]

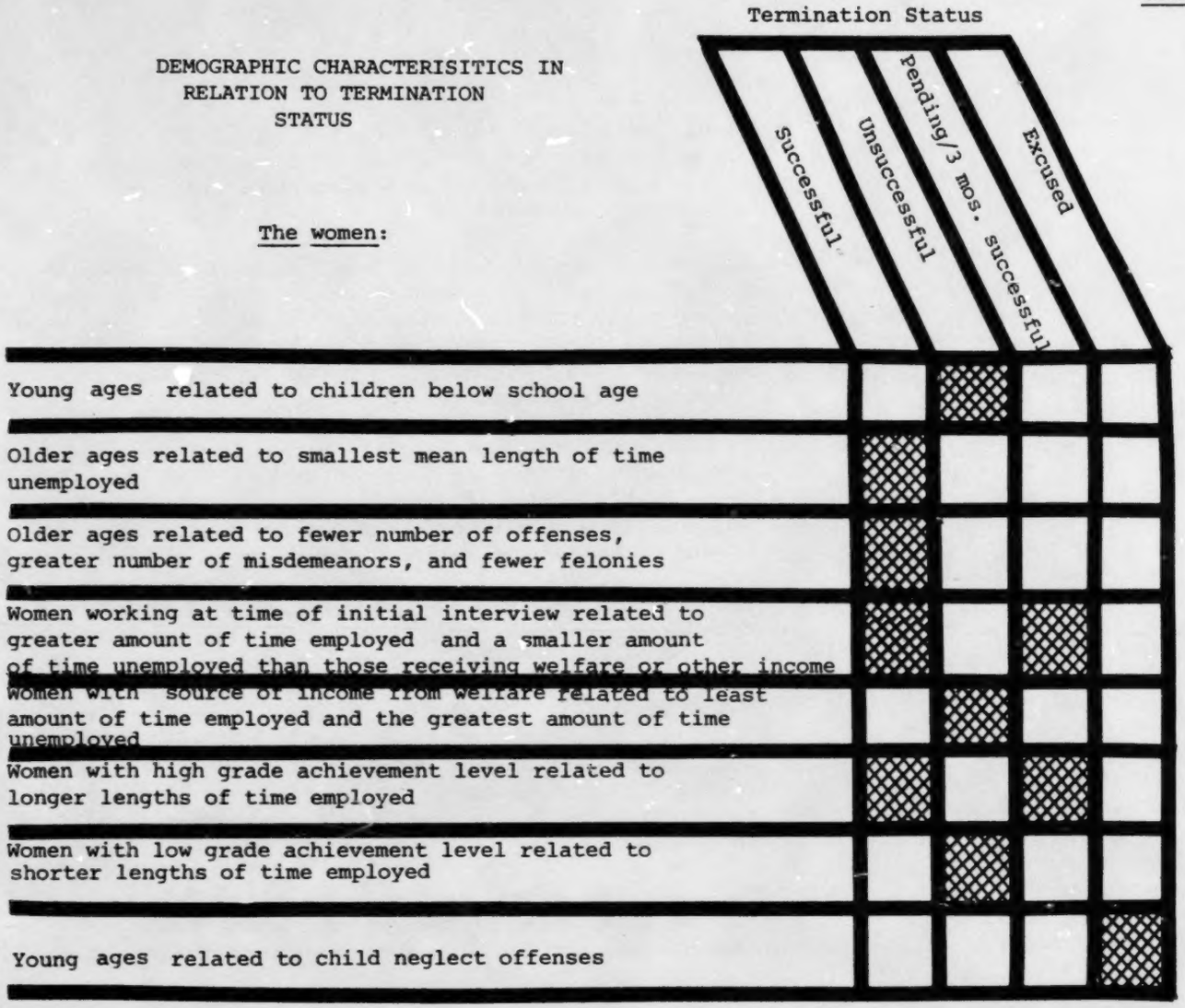
Limitation of Analysis

If the number of participants had been larger, the sub-categories would have been more adequate for purposes of undertaking correlation analyses. The chart on the next page, RT21, illustrates the more obvious findings on the basis of three dimensional tests which were performed and discussed in this section of the report.

TERMINATIONS: PARTICIPANT CHARACTERISTICS

DEMOGRAPHIC CHARACTERISITICS IN RELATION TO TERMINATION STATUS

The women:


Termination Status
Successful
Unsuccessful
Pending/3 mos. successful
Excused
Young ages related to children below school age
Older ages related to smallest mean length of time unemployed
Older ages related to fewer number of offenses, greater number of misdemeanors, and fewer felonies
Women working at time of initial interview related to greater amount of time employed and a smaller amount of time unemployed than those receiving welfare or other income
Women with source of income from welfare related to least amount of time employed and the greatest amount of time unemployed
Women with high grade achievement level related to longer lengths of time employed
Women with low grade achievement level related to shorter lengths of time employed
Young ages related to child neglect offenses

RT21

201

202

Footnotes

1. Difference of means was tested using one-sample Gossets' t-test with sample standard deviations calculated for each age group. The following represent the significance levels achieved for each test of inference about the mean:

Age group	Mean length of time employed	Mean length of time unemployed
Young (18-24)	t_{37} (.001)	t_{34} (.001)
Middle (25-33)	t_{33} (.05)	not significant
Older (37-45)	not significant	t_{5} (.01)

2. "Length of time unemployed" was defined in this survey as the amount of time in months between ending one job, due either to quitting or being dismissed, and entering another position. Time laid off from work counted neither as time employed or unemployed. Time following termination of one position during which the individual was not involved in seeking other employment is not counted toward length of time unemployed.

3. Statistical significance was achieved in only two cases, using the difference of proportions test: (1) the proportion of women in the successfully terminated group receiving their incomes from employment was 31% (includes one individual receiving income from both work and welfare, where the income from her work is the main source of income) compared to a population proportion of 20% (also includes this same individual). Significance achieved at .05 level ($z = 1.91$); (2) the proportion of women on welfare in the excused group is 59%, a significantly greater proportion than the population proportion of 40%.

4. For purposes of calculating twelfth grade attainment, individuals who had completed twelfth grade, who received a high school diploma, or who received a G.E.D. were included in this category. 18% of these individuals had earned a G.E.D. while the other 82% actually completed the twelfth grade.

5. It is known that several of the young women were involved as teenagers with the juvenile justice system, and some, with juvenile treatment facilities. Since such data is incomplete, we might postulate that this is a more widespread trend for the entire program population.

6. Approximated ages per grade level were as follows: 7th-12; 8th-13; 9th-14; 10th-15; 11th-16. These are relatively conservative estimates since many children will attain another year of age prior to completion of the grade level. Educational attainment scores are calculated on the basis of "last grade level completed". It is probable that the great majority had at least attained the approximate age per grade level of the grade level below the one from which she terminated school, therefore.

7. The one or two years' leeway is to partially compensate for the high degree of conservatism which guided the calculations for the "imminent pregnancy group". Also

the leeway takes into account the possibility of grade failures along the way, which seem not to be particularly rare among similar populations of women and takes into account the nine month period of pregnancy.

8. Gosset's t-test for difference of means:

   7th grade t_2 (.02)

   9th grade t_{10}(.05)

9. Gosset's t-test for difference of means:

   7th grade t_1 (.03)
   9th grade t_9 (.01)
   10th grade t_{17}(.05)
   11th grade t_{13}(.001)
   12th grade t_{26}(.001)

10. The form on which the women's offense histories were recorded allowed space for four offenses, with instructions to add additional offenses on the back of the form. It is possible that not all offenses were recorded. Only one woman had a recorded record of four offenses and two others had five each. These offenses were accurately recorded because they were multiple counts on the same court cases. The women's offense histories seemed to follow this pattern; an individual who had been convicted of three or more offenses generally had a record of a multiple offense conviction. That is, at least two of her offenses stemmed out of the same conviction. Thus, the variables, total number of offenses, should provide reliable information.

11. Test for significant differences of proportions:

    Unsuccessful: n=17 Two offenses $\hat{z} = 1.69$, $\alpha = .05$

    Pending/3 mos. suc.: n=18 Three offenses $\hat{z} = 1.66$ $\alpha = .05$

12. Significant difference of proportions test:

    Young group single-offense $\hat{z} = 1.90$, $\alpha = .05$ n=46

    Middle group single-offense $\hat{z} = -2.23$, $\alpha = .01$ n=36
    three-offenses $\hat{z} = 2.35$ $\alpha = .01$ n=36

    Older group single-offense $\hat{z} = 1.88$, $\alpha = .05$ n=14

13. Incomplete data on these cases indicates a strong pattern of abuse of the women themselves from their parents, boyfriends, or husbands, which other studies have found also.

14. Significant difference of proportion test:

    Excused group: misdemeanors $\hat{z} = -1.78$, $\alpha = .05$

15. Significant difference of proportions test:

    Young group: misdemeanors $\hat{z} = 1.94$, $\alpha = .05$

16. "Extensive" involvement is generally defined in terms of the frequency of (number of) convictions and seriousness of the offenses. The greater the frequency and the more serious the offenses the more extensive an individual's involvement with crime.

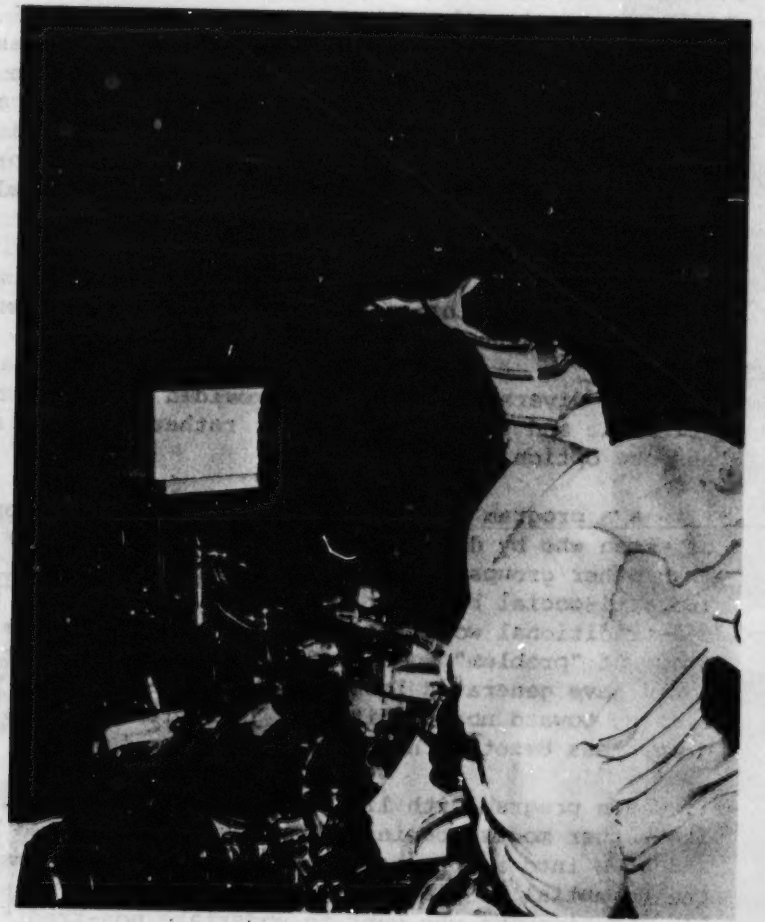
17. Significant difference of proportions test:

Unsuccessful: public order $z = 2.55$, $\alpha = .01$

Pending/3 mos. Suc.: person offenses $z = 2.09$ $\alpha = .01$

Excused: civil cases (child neglect) $z = 2.29$, $\alpha = .01$

18. See the Federal Bureau of Investigation, Crime in the United States; also the Presidents' Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society.



Photograph by Antonia Lake

The program for women offenders, one of the first of its kind, extended over a three year period and was studied exhaustively through an evaluation process. Consultants, advisors, and staff conversant with national programs assisted in its planning and conduct. This report includes outlines of its features and its results, which can be used for the benefit of other projects. Several aspects of the program and WOW's experience with it should be borne in mind in judging its usefulness as an information base on programming for women in non-traditional work and as a model for the development of other programs.

--It was a complete program: it brought people in and processed them from intake through training, placement, and follow-up components.

--It was a diverse program: it provided a variety of programmatic and job opportunities, rather than one single-purpose option.

--It was a program of extremes: it served a sub-population of women who by definition as offenders were more oppressed than other groups and manifested more extreme anti-self and anti-social behavior, and it sought to place them in non-traditional work. A program designed to take such a group of "problem" women and place them in traditional jobs would have generated less resistance, as would a program slanted toward non-traditional jobs with a population subgroup less beset with personal problems.

--It was a program with limited support at the outset. From its rather modest beginning, however, it managed to change and grow into a more established base of programming with the potential of playing a significant role in assisting women nationwide who want to undertake non-traditional programs.

--It set high standards for training and placement of women in well-paying, non-traditional jobs which should help make it increasingly less acceptable to force women into low-paying jobs through public programs.

--It established a platform of experience from which Federal guidelines and statutes can be reviewed and hopefully modified so as to improve opportunities for women.

--This program, and the other non-traditional programs for women WOW has conducted over a period of a decade, has resulted in a competency as a practitioner of such programs which can be translated into program development for, and technical assistance to, other women's groups.

--The program and other WOW projects have spun off new ventures as a result of experience in this kind of programming.

Program Development

A number of implications can be drawn from WOW's experience with its program for offenders which may be of more general relevance to those concerned with undertaking programs in non-traditional work for women:

1. In order to get such a program going, at least modest support from some influential quarter in the local community is of peculiar importance.

   Groups undertaking these programs need the cooperation of industry, unions, and/or city hall in whichever combinations are possible. While it is desirable to have such support from the outset, it may have to be a longer range goal of the initial programming. Its special im-

portance for programs of this type should not be underrated:

a. Breaking into male-dominated apprenticeships and jobs which are heavily unionized needs strong support from the unions to aid hiring and curtail harassment and unfair firings. Union officials at the upper levels of unions city-wide or nationally are not always influential with the locals. The apprenticeship area in particular is a scandal. Strong support will be needed if entrance exams are to be restructured so as to provide evidence of the potential of the women for the work rather than to cull them out automatically because of culturally induced gaps in their general background (e.g. potential welding apprentices who have never had the experience of working on automobiles but can, through their pre-apprenticeship training, perform welding tasks and read blueprints).

b. Industry cooperation is essential in the case of the technical jobs. Industry calls the shots regarding the content of their training programs and what is required of potential applicants by way of entrance tests and apparent aptitude. A group undertaking women's non-traditional work programs must work directly with industry in order to model pre-training components, and tutoring assistance once the industry training begins (more about this shortly).

c. City hall has dollars and programs available if they can be directed toward women in non-traditional employment. Women are low in the ranking of program priorities, falling behind other perceived "needy" groups, such as unemployed teenagers and male offenders. Women are not "in", in part because they are underrepresented in political jobs and also because adverse conditions in the economy tend to influence decision-makers to keep women out of competition for well-paying jobs.

These conditions rarely can be met all at once, or to the optimal degree. It may be that women's groups will have to face the necessity of working gradually through phases to arrive at the point where their activities will become more firmly established in the community.

WOW as an organization did have the advantage of ten years' experience in programming in jobs for women. It had therefore established a certain credibility in the community which made it feasible to attempt a more radical (for 1974) type of programming without seeming unduly "far out". This made it easier to obtain Court support for the program, and there were already employers WOW had contacted over the years willing to provide some job openings. Nevertheless, the big push by WOW into non-traditional jobs, when it came, was very difficult. It required a constant pressure to open doors for women, and at points, legal actions. A jobs program, however, unlike a legal advocacy group, must somehow build bridges to bring results with employers. In WOW's case this took several years. During such a period, survival will be the real problem for women's groups. Somehow they have to "hang on" while moving from the type of advocacy appropriate in the beginning of a small project to the new set of relationships which mark their having begun to achieve an established place in the local firmament. WOW has managed to obtain industry backing with its new pre-training/training programs, and expanded support from the city through grants of Federal program monies. It is also becoming a nationwide resource center in the area of women's programming in non-

traditional work.

2. It is desirable for these programs to be under control of a female group sensitive to the problems of women, and to afford counseling and other staff to interract with the women as females.

   In the WOW program, not a single woman had a friend or relative at the time of her initial enrollment who was employed in non-traditional occupations, and virtually all the women had been employed solely in traditional clerical/sales and service occupations. These women, and many others who will be served by such programs, are busy with the rearing of children, largely as the sole parent in the home. It will be a while before women--in their experiences in school, work, and family--will be a part of a conditioning process which will encourage them to become involved with the male-dominated occupations. The WOW experience suggests that even where industry, city hall, and union support is possible, there has to be the female support and underpinning for the women in order to assist them make the break into this new and different area. The Program Profile section of the report indicates how WOW sought to respond to this need in its program.

3. A key to the establishment of a program like this is the setting of standards aimed at (1) pulling women up from their low-economic status as workers or recipients of public benefits, and (2) making inroads into the non-traditional work areas; correspondingly, internal program guides must be established to fulfill the standards.

   If these standards are not established, the program may well amount to one more example of keeping women at a

low-income status through their placements into traditional jobs (see the Program Profile section for a listing of the WOW program standards). In order to carry out the standards, the job development system must include a careful analysis of the local economy. A taxonomy of the local economy will be necessary to provide data on female and male placement in jobs by job categories, earnings, and employer sectors. This becomes a "targeting" exercise as well as a means of gauging performance.

4. The program should have control over screening and acceptance into the program.

   Many of the women who may be processed through non-traditional programs may be a part of sub-groups in the population with higher than usual incidence of alcoholism, mental instability, low IQ, drug abuse, and welfare dependency. They will exhibit tendencies toward insecurity and low self-esteem. Beyond these special problem areas, women are inexperienced in non-traditional work and therefore have unclearly defined notions about what non-traditional jobs entail and whether they might be interested in them. If the women processed through a non-traditional jobs program are to be among the first hired in such jobs, they will need to be personally strong--physically and mentally--to withstand the pressures of the job. They should be candidates with considerable potential for performing satisfactorily on the job. If not, industry will use these first women as an excuse for not hiring others or for not making special efforts to assist other women to succeed in non-traditional jobs.

   These concerns can translate into a set of screening

standards which would allow for screening out severe cases (mental instability, serious health impairments, for example), but the program can best handle this job through an extended orientation period during which non-traditional jobs are thoroughly delineated and women are asked to attend regularly, perform tasks, and to self-select in. In this way, those women who may not be suitable for placements in non-traditional jobs are not likely to be referred to them (see Program Profile and Program Results sections).

5. The program should take into account the fact that there are identifiable groups within the female population who might be especially suited for non-traditional work.

   While manpower research studies show successful terminations to be correlated favorably with length of time employed in the past, the interesting finding in the WOW project is that this holds true for women placed in non-traditional jobs even though the women's experience prior to program enrollment is limited solely to traditional jobs. Since women in traditional jobs earn low wages, they are a "needy" group even when employed. This suggests that they are both good risk and worthy candidates for a non-traditional jobs program.

   Older women with children of school age or above are shown in many studies, like the WOW study, to be better-risk candidates than young women with pre-school aged children. For the younger women in the midst of having and caring for young children, new programs should be designed which would recognize a longer entry-period into full-time work. In non-traditional jobs programs, women are pressured into intense training to become "instant" experts in the mechanical, electronic, and construction areas. If they could be funneled into long-term personal development programs which would allow them to train and/or work part-time during the period they are responsible for young children, they would be ready to enter full-time jobs at a better stage in their lives. One has to remember that most of the women served by programs like the WOW program are the sole physical-presence support of their children. Perhaps some of these women will have short full-time stints at traditional jobs interspersed with training for a shift in career later on. Various combinations should be explored.

6. The program should recognize that women need a variety of placement opportunities, just as men do, in order to provide for personality, education, and interest differences; they should therefore not be constricted into a limited grouping of occupational opportunities.

   Women vary in their personality patterns as do men, and yet their traditional jobs require personality patterns which are extremely controlled (i.e.: office, hospital, or sales). Although women have a higher educational achievement level than do men, many women fall below the norm. Most traditional female jobs require higher education levels, with the exception of the traditional service jobs which bring the lowest wages in the economy (laundry workers, "salad girls", maids). Women's interest vary. In the WOW project, a large number of assaultive females were placed in construction training and placement, where they thrived (at least as measured by their expressed feelings about their work. It is conjectured that these women would not have excelled in a situation requiring a tighter personality control, and many of them would have been limited to service jobs be-

cause of their low levels of education.

7. Women's programs will need to become increasingly sophisticated in reviewing the quality of jobs by such standards as working conditions and pregnancy benefits.

   As to the former, jobs within a single industry type vary considerably at local sites. There are "gray" areas in the protective OSHA regulations which translate into distinctions between total weight lifted and the cumulative effect of bending and stooping in some warehouse operations. Pregnancy is an especially worrisome problem in the non-traditional jobs, where, because of the physically demanding nature of the job, women may find it necessary to resign much earlier in the pregnancy than would be the case with office jobs. Since these jobs are non-traditional, and in the case of construction, seasonal, liberal maternity benefits are not likely to be part of the picture. (National companies affording technical jobs may be an exception to this generalization.)

8. Such programs, while they may start out on a small scale, should be well-financed in order to serve a variety of interrelated needs; accordingly, they will be relatively costly.

   As the foregoing discussion indicates, these needs include:

   a. A solid foundation in job development.

      The kind of advocacy called for here will require competence with regulations, negotiations with unions and industry, and legal assistance to aggrieved women. Targets will have to be set for job development activities by quality of jobs in relation to the local economy(see Program Profile section of the report for the functions required of Job Development).

   b. Staff to work out pre-training and tutoring programs in conjunction with industry training and to carry them out.

      This is essential if the women are to be entry-level competitive with men in the technical-mechanical jobs, many of which are available with large national companies. There is no way around the requirement--which can be seen dramatically in the statistical data on women and men--that women need such special assistance because of restrictive cultural forces which leave them ill-prepared to assume roles in non-traditional jobs. Women simply do not have a background of tinkering with machines or feeling comfortable in applied mathematics. (See Program Profile and Program Results sections for information on how WOW dealt with this problem.)

   c. Counseling to support the women throughout their participation in the program, which will include support after they are placed in training and/or jobs.

      While "front-end" time is essential for the mechanics/electronics jobs--to work out arrangements with employers and training institutions and to provide pre-training, "back-end" time is necessary for such jobs as construction. This is because women encounter extreme discrimination in the hiring halls and at the work sites and there must be program staff to help out in negotiating with companies and unions

and in helping the women, once they are trained, to be placed successfully. In the WOW program, women were referred repeatedly to jobs before they were placed. (See the Program Results section.) Once on the job, women have to be assisted in knowing how to handle difficult situations in rough and tumble jobs like the construction trades. Women, physically smaller and somewhat less aggressive, are ill-equipped to sock a guy who insults them, whereas a male construction worker might do just that. The psychology of these situations means that a program staff must be available for site visits and for counseling the women and their co-workers. Somehow, women must be assisted to know that they can survive on these jobs.

d. An extended time-frame of participation by the women.

   This is necessary in order to provide for (1) an orientation period of some substance regarding the unfamiliar territory of non-traditional jobs (and possible self-selection out of the program before being placed in training or jobs); (2) pre-training in the technical areas prior to institutional or on-the-job training; (3) an extended period of time (if necessary) to attempt breaking down hiring barriers, and (4) support to the women once they are on the job with their day-to-day problems, and continuing contact in case of legal problems.

In short, the usual formulas for assigning program costs to the individuals bing benefitted are not entirely applicable with these programs, since one is buying more than mere placements and the cost of each placement is likely to be high. Discounting the evaluation grant, unexpended monies not applied to the women at the end of the WOW program, and accounting for a scaling down of costs as the program phased out of operations the last three months, the WOW program cost was $3,015 for each of the 126 women who received services. As we have seen, there are two basic reasons for these high costs: (1) severe cultural handicaps in terms of construction, mechanical, and electronic skills, and (2) discrimination--each of which requires adding a number of relatively costly program components. The only way to reduce the costs of such programs in these respects is to remove their whole raison d'etre, by changing them into programs which run good-risk people through a simple counting process into easily available, largely low-paying jobs. The fundamental policy justification for adding these program costs, thus, is to be stated in terms of the quality of the placements, rather than quantity: that not to add them will mean denying even the people successfully treated the chance to live up to their full earning potential, resulting in a variety of social costs which might otherwise have been avoided.

National Concerns

While there is considerable overlapping in the implications that can be drawn for local program development and for national concerns, the following should be noted as of special relevance to national policy:

1. Women are like males in their desires for occupational diversity and their satisfactions in work and should not be restricted to traditional occupational opportunities on the false assumptions that they prefer to be there, their nature requires low-challenge jobs, or they are better adapted to being poor.

   Contrary to what one might expect, women can and do enjoy

non-traditional work, and they appear to need diversity of occupational opportunity for reasons of education, predilection, skill potential, and personality (as indicated in the discussion pertaining to the program development implications). There should be no illusion that women find it satisfactory to be restricted in their capacity to earn a decent wage and that therefore it is acceptable to spend government dollars to train and place them in low-paying jobs or to keep them dependent on welfare. Women enjoy earning their keep, and doing it better than they traditionally do. Over and over, the women interviewed in the WOW Follow-Up Survey indicated how thankful they were not to be on welfare or to be earning low wages at a traditional job. These women have extremely middle-class values, wanting the kind of things that privately earned dollars, as distinguished from government granted subsidies, can buy.

2. It follows that there should be a new emphasis in job programs, redirecting a greater proportion of program resources toward improving the quality of employment potential for the currently employed rather than providing subsistence employment for the unemployed.

   The WOW project illustrated that women employed in traditional, low-paying jobs for women were good-risk candidates for training and placement in non-traditional, higher-paying jobs. Whereas some low-paying jobs are low-stress and doubtless suitable for people with greater than usual personal problems, the working poor could be considered a prime target for higher-paying and, in many instances, higher-stress jobs.

3. Special part-time training and employment programs should be devised for women who have children of pre-school age so that they can enter full-time, well-paid employment at a more auspicious time in their lives (as indicated in the implications for program development).

   Current Federal program policies do not encourage this kind of programming.

4. There are two ways to address the cultural deprivation women face: (1) to make up for it, and (2) to remove it, and both alternatives have implications for national policies and programs.

   Programs for adult females in non-traditional work can only adopt the former approach: to make up for their extreme lack of experience in skills relating to building mechanics, electronics, and math. Pre-training formulas, coupled with tutoring assistance undertaken in conjunction with industry training, are musts. To <u>remove</u> the cultural deprivation implies doing something about it as female children grow up through a pervasive redirecting or educational opportunities.

5. The extent to which existing Federal legislation, policies, and programs have the effect of reinforcing the pattern of welfare dependency on low-paying employment for women should be carefully studied and remedial changes made.

   Such a study is, of course, clearly beyond the scope of this report. But it can be noted, for example, that programs for women in non-traditional work by necessity will be especially costly and difficult, and Federal guidelines for existing programs establish upper-limit cost requirements for trainees and placements which are inadequate for carrying out such programs if they are to

provide what appear to be the necessary services to fulfill their mandate. There is good reason to believe that welfare dependency for women is clearly encouraged by various other examples of Federal legislation, policies, and programs. While welfare will doubtless be around in some form or another for a very long time to come, the WOW program findings undercut the implicit assumption that women can properly be continued as a permanent "underclass" in this country, as the most convenient class of citizens to keep out of competition for the well-paying jobs. The WOW findings reinforce the contrary assumption: that if the economy of this country cannot provide enough well-paying jobs for all, then at least we should give all citizens, including women, an equal opportunity to be employed in these well-paying jobs.